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THE ALBERTA SCHOOL TRUSTEES' ASSOCIATION --
A STUDY OF THE ACTIVITY OF A SOCIAL ORGANIZATION
IN THE ALBERTA EDUCATIONAL SYSTEM

by

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A THESIS

SUBMITTED TO THE FACULTY OF GRADUATE STUDIES
IN PARTIAL FULFILMENT OF THE REQUIREMENTS FOR THE DEGREE
OF DOCTOR OF PHILOSOPHY

DEPARTMENT OF EDUCATIONAL ADMINISTRATION

EDMONTON, ALBERTA

NOVEMBER, 1966



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The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies for acceptance, a thesis entitled "The Alberta School Trustees' Association--A Study of the Activity of a Social Organization in the Alberta Educational System" submitted by William Glyndwr Roberts in partial fulfilment of the requirements for the degree of Doctor of Philosophy.

ACKNOWLEDGEMENTS

The writer desires to acknowledge his indebtedness to those many individuals and organizations that provided the assistance and support required to complete his dissertation and program of studies at the University of Alberta. The generous cooperation received from the officers and staff of the Alberta School Trustees' Association is gratefully acknowledged. Appreciation is expressed to the Alberta Teachers' Association and the University of Alberta for the financial assistance which enabled the writer to undertake graduate study at this particular time. He wishes to thank Dr. F. Enns, his adviser, and Dr. A. W. Reeves, Head of the Department of Educational Administration, for the guidance and assistance given during the past three years. An expression of gratitude is due Mae Cox for her patience and understanding as typist of the study.

To his wife, Miriam, and the members of his family, the writer wishes to give special recognition for the vital role they played in this endeavor. Without their understanding and constant support the goal would never have been achieved.

ABSTRACT

The study of the Alberta School Trustees' Association was undertaken to:

1. Document the salient historical happenings in the development of the Association.
2. Define its unique characteristics and identifying features.
3. Ascertain the role assumed by it in the development and operation of the educational system of the Province of Alberta.

Three of the major features of a social organization, as theorized by E. Wight Bakke, provided the conceptual framework for the conduct of the inquiry. The three organizational features selected were: (1) the Organizational Charter, (2) the Basic Resources, and (3) the Activity Processes. The reasons for this choice of model were two-fold. First, the model was deemed to possess the degree of comprehensiveness thought desirable and, second, it had previously been used in a study of the Alberta Teachers' Association, another major component of the Alberta educational system.

Four historical events were found to be of prime significance in the development of the organization. The Honorable A. C. Rutherford's initiative in calling together the first general assemblage of school trustees in 1907 was the conceptual act which gave birth to the Association. The endeavors of the Honorable G. P. Smith in his struggle with the Alberta Teachers' Alliance were instrumental

in the 1921 revivification of the organization which had entered a period of dormancy apparently brought about by the more urgent demands of a nation at war. The 1935 sweep to power of the Social Credit movement under the leadership of William Aberhart created an environmental state that motivated the Association to press for corporate status. This was achieved by the passage of The Alberta School Trustees' Association Act in 1939. The final event of major significance in the development of the organization was the intensive reorganization brought about by failure to adapt to changes in a dynamic environment. This conjuncture of 1961 brought about an organizational structure and patterns of activity which established the Association as an avant garde school trustees' organization with substantial influence in the Alberta educational system.

The major dimensions of uniqueness were found to be the nature of the organization's membership and the symbiotic relationships existing among the Association, its internal components and the external agencies operative in the environment. The membership was discovered to consist solely of collectivities which exist at the pleasure of the Government of Alberta. While totally dependent on the principal governmental body of the Province, the membership boards and committees have been able to exert, through their Association, influential pressures on this same body in its conduct of educational endeavors in the Province. Much of the same type of relationship was found to exist between the teachers and trustees in that each group has been able to influence and be influenced by the other, both at the local and provincial levels of operation.

The study disclosed that the Association was created, in the first instance, as a communication link between the Provincial Government and the membership boards responsible for the conduct of the educational enterprise at the local level of operation. In addition, it was founded to function as an instrument for the elevation of the trustees' role and performance. While these two functions remained with the organization throughout the period covered by the inquiry, it was established that until 1961 much of the effort and energy of the Association was directed to the maintenance of the status quo. However, following the self-scrutiny in 1961, it undertook to give new emphasis to the sponsorship of change and to assume an initiating rather than responsive attitude toward the conduct of the Alberta educational enterprise.

The inquiry established the adequacy of the theoretical framework used and the existence of the major features identified by Bakke as being essential for a social organization active in a dynamic environment and in interaction with other functioning systems. Revealed, however, was a need for exemplifications and refinements which would provide for a more consistent application of the framework to systems functioning outside the industrial and commercial realms of human endeavor.

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PART I

PURPOSE AND PLAN OF THE STUDY

CHAPTER I

EDUCATIONAL LEADERSHIP AND THE ALBERTA SCENE

We need leaders who will help us to find the answers. This leadership is not the monopoly of the ministers of education, the chairmen of school boards and the presiding officers of this or that organization. It is the function also of the superintendents, principals, teachers, and ratepayers.¹

The above statement clearly recognizes the fact that in the broad sphere of public education no one segment of our society has a monopoly in the supplying of leaders and leadership. If leadership is accepted as "action among individuals and groups which assist them in moving toward goals that are increasingly mutually acceptable"² how is it that this multiplicity of individuals, who are as scattered in their opinions and beliefs as they are in their geographic locations, can speak out for what they believe to be mutually acceptable goals without the final result being one of chaos and confusion? The answer is simply that they organize according to some common denominator, for it is as Blau and Scott state, "Modern man is man in organization."³ By coming together

¹Royal Bank of Canada, "Leadership in Education" The Royal Bank of Canada Monthly Letter, Vol. 43, No. 2 (February, 1962), p. 1.

²R. F. Campbell, J. E. Corbally Jr., and J. A. Ramseyer, Introduction to Educational Administration, Second Edition (Boston: Allyn and Bacon, Inc., 1962), p. 170.

³Peter M. Blau and W. Richard Scott, Formal Organizations (San Francisco: Chandler Publishing Company, 1962), p. ix.

according to the similarities of interests, beliefs, and/or purpose, the many voices are reduced in number and the leadership efforts are rendered more effective. There still remains, however, a plurality of leaders and leadership for the voices are not reduced to one. Various formal organizations have been created to speak for the resulting collectivities. As these organizations increase in size, number, and effectiveness, there is every possibility that there will develop serious conflict between the assigned and assumed organizational roles. This potentiality for role conflict with its inevitable waste of resources, both economic and human, renders urgent the need to know and understand the organizations active in the Alberta system of public education.

I. THE PRESENT SITUATION IN ALBERTA

The present state of affairs in Alberta might be said to be one of uncertainty. The Report of the Royal Commission on Education in Alberta, which was presented to the Government on November 9, 1959, did much to initiate a critical analysis of the role played by the central authority, the Department of Education. The Report recommended that standards be established which would enable schools and school systems to achieve a greater degree of local autonomy through the attainment of accredited status. The Department of Education Committee on Accreditation supported this recommendation when it stated that many local systems were "providing a quality of service

well beyond standard,"⁴ and then proceeded to outline its own plan for achieving the accreditation of schools in the Province.

The former Minister of Education, the Honorable Anders O. Aalborg, issued the following statement on February 8, 1963, regarding the then proposed School District Accreditation Act:

The major premise on which this proposed Act is founded is that there may now be school districts in Alberta that through growth and experience may have reached a degree of maturity and competence in the management of their own affairs that warrant a substantial increase in the autonomy delegated them by the Legislature. In the field of school administration the transfer of duties, functions and responsibilities from a central authority to a local authority is the process of decentralization known as accreditation.

Chapter 7 of the Report of the Alberta Royal Commission on Education contains the following broad general definition of the term accreditation in the sense that it is being used in the proposed permissive legislation now under consideration:

"In the Canadian setting the nature of the school enterprise is contingent upon the specifications of the law governing the system of each province. Provincial governments may enforce rigid controls over schools or permit complete local autonomy. The term 'accreditation', therefore, involves more than matters of curriculum and examinations. It may include any aspect of school operation which the state deems an essential part of a satisfactory school system--buildings, pupil transportation, for example. In a dictionary sense it means broadly that central government vouches for, or certifies that some school systems are competent to manage certain essential services for themselves. It involves the placement of responsibility upon school boards who execute the resultant duties directly or through their staff, and within the scope of regulations designed to safeguard clearly defined public interests."

The proposed new Act should be regarded as the starting point for establishing a new relationship between the Provincial and local levels of school administration, which will

⁴Alberta Teachers' Association, Accreditation (in Problems in Education Series, Edmonton: Alberta Teachers' Association, 1960), p. 32.

be augmented, revised and refined by amendments from year to year as experience in using the new system accumulates and which can in time be extended to include more and more districts throughout the Province.⁵

On March 29, 1963, the Legislature took a very cautious step forward with the passage of Bill 67 which was entitled, A Bill to Enable the Granting of Greater Independence to Certain School Districts, and which had provision for the two largest local school systems in the Province, namely the Edmonton Public and Calgary Public systems, to achieve accredited status if they were so inclined to do. It should be noted that at the time of writing both systems have been reluctant to move to this unique position primarily, they contend, because of the uncertain financial implications which might result from such a move. However, the passage of this particular bill by the Legislature might be taken as evidence that the central authority is moving in the direction of sharing the leadership function with others active in the system.

If the following excerpt, taken from a report of the 1962 Canadian Convention of School Trustees, is indicative of the perception that the trustees of Alberta have of their role, then it is safe to assume that they see their function as extending beyond the traditional one of being, in the main, providers of plant and personnel.

⁵ Public statement issued by the Honorable A. O. Aalborg, Minister of Education, at a public seminar held February 8, 1963, at the Alberta School for the Deaf.

The trustees must be familiar with the total school program, standards, guidance services, teaching loads, and should avail themselves of the opportunity to observe classroom teaching.

Trustees have too often, in the past, depended on the departments of education for leadership, but today trustees are required to develop individual leadership. They are custodians of public trust, and are charged with the vital task of preparing citizens of tomorrow.

It is not the responsibility of professionals to pressure the public to accept new concepts in education (machines, etc.). It is the responsibility of trustees (elected representatives) to inform the public and to give leadership in accepting these new trends.⁶

The Alberta Teachers' Association, by the efforts of its membership, both as individuals and in committee, has displayed its intent to influence educational activities in a manner deemed beneficial both for the teacher and for the student. The establishment of some one dozen specialist councils which operate on a province-wide basis, the training and utilization of professional development consultants who assist in organizing, conducting, and evaluating educational projects of various locals and sub-locals, the holding of numerous short courses in the areas of research and instruction techniques, the preparation of many informational monographs, and the participation of its members on provincial and local curriculum committees, is some evidence that the Alberta Teachers' Association has moved beyond the limited role it played for thirty years following its inception in 1917.

⁶ Alberta School Trustees' Association, "The Role of the Trustee in Education," The Alberta School Trustee, Vol. XXXIII:1, (January, 1963), p. 10.

A fourth major group active in the provincial educational system is the Alberta Federation of Home and School Associations, Incorporated, with its many locals that function throughout the Province. While this group exerts its greatest influence at the local school level, there can be no doubt that it serves as a most important reference group for the representatives of the Provincial Government, both the elected and the employed, in their handling of educational matters.

These four organizations, at the present time, exert the major and variant forces which give to the Alberta educational system its ultimate direction. The Department of Education, functioning as an executive branch of the Government of the Province of Alberta, performs general administrative activities related to the operation of the educational system. It is recognized as the central authority and the agency which has traditionally been expected to give leadership to the system. Its primary concern is to maintain a sufficiently high educational standard to meet the needs and expectations of the general populace and, at the same time, concern itself with striking a politically acceptable balance between expenditures and service. The satisfaction and mollification of the many reference groups that exert pressure on and influence the actions of the Government regarding educational policies and practices is of primary importance to the Department. The Alberta Federation of Home and School Associations might be regarded as one of the primary reference groups to which the central authority turns when attempting to assess the

expectations of the lay public. The Alberta School Trustees' Association appears to have as its primary function at the provincial level, the influencing of such legislation that would enable its members to achieve the necessary educational facilities and services at minimum cost to the various local administrative units. One might anticipate that the Alberta School Trustees' Association serves to assist local boards to achieve a politically sound balance between expenditures and services at the local level. The primary role of the Alberta Teachers' Association, again considered at the provincial level, appears to be the activation of legislation that will be beneficial for the teachers of the Province and, at the same time, to obstruct that governmental action which it deems to be a threat to the welfare of the members of the teaching profession.

There have been times in the past when conflict between the groups existed. This arose when the desired goals of any or all of the groups were so divergent that goal attainment by one group was envisaged as a threat to the very existence of some or all of the remaining groups. This was the case, for example, when the trustee group appeared to have as an immediate goal the establishment of a provincial-wide salary scale for members of the teaching profession. The Alberta Teachers' Association feared that its membership would suffer and that the security of the organization was in jeopardy if the Alberta School Trustees' Association were successful in the attainment of its apparent goal. The teachers' organization moved to thwart the attainment of this particular trustee goal with a fair

degree of success. There have been those who speculate that the real goal of the Alberta School Trustees' Association was not so much the establishment of a single salary scale for the Province's teachers but to render the teachers' professional organization less effective as a force in the educational system of the Province.

With the possibility of decentralization of the leadership function in the provincial educational system and with the emergence of purposeful organizations that are willing and eager to assume a portion of this function, it is essential that there be cultivated an appreciation of the rights and roles of others. Each organization must make a real effort to know the desires and fears of the other groups that logically belong to the leadership community in the sphere of educational endeavors.

CHAPTER II

THE PLAN OF THE STUDY

I. NATURE OF THE STUDY

The study was designed to be a documentary analysis of the major features of a social organization that has been active in the Alberta educational system since 1907, namely, The Alberta School Trustees' Association.

II. PURPOSE OF THE STUDY

The purpose of this study was three-fold. First, it was intended to document the salient points in the historical development of the Alberta School Trustees' Association from the time of its founding in 1907 to the present. Second, it was intended that the characteristics and major features of this unique organization be defined. Finally, it was intended to ascertain the functions fulfilled by this organization as viewed and recorded by those individuals and groups who participated in its activities or who constituted a part of its environment.

III. NEED FOR THE STUDY

The writer saw justification for the study on three bases. Of primary justification was the fact that the Alberta School Trustees' Association has played a most active role in educational developments in Alberta, and to the time of this study the characteristic features of the organization and the documentation of the

role it played had not been recorded in a formal manner. It was the one major organization active in the provincial educational system which appeared to have been overlooked by the students of educational administration. A search of the records revealed that comparable organizations of trustees in the other provinces of Canada and the states of the United States have been ignored in general. Of secondary importance was the need for an analysis of the expectations held for and by the Association if its future role in the scheme of things is to be predicted with any degree of precision. Finally, a study of the organization was justified on the ground that only when its characteristics and activities are known is it possible for it to be included in comparative studies of organizations involved in like activities and with similar features.

IV. SOURCES OF INFORMATION

Information was derived, in the main, from documentary sources with supplementary data supplied by those accessible individuals who participated in the activities of the organization or who were brought into close contact with the Association.

The data were obtained from the following documentary sources:

- 1) Accessible records and documents of the Alberta School Trustees' Association, the Alberta Teachers' Association, the Alberta Federation of Home and School Associations, Incorporated, and the Government of Alberta. Documents and records of the Alberta School Trustees' Association were the primary sources of information;

2) Publications of the Alberta School Trustees' Association, the Alberta Teachers' Association, and any other organization whose published material was relevant;

3) Statutes of the Province of Alberta and the Government of Canada;

4) Historical studies of Alberta and of its educational system;

5) Newspaper coverage and reports of relevant happenings.

Supplementary data were obtained by means of oral and written communications with those persons whose past activities logically might have qualified them as sources of information. Unless these persons are specifically identified in the study, it is intended that they remain anonymous either by their own request or by the arbitrary choice of the writer. In all a total of twenty oral or written interviews were held.

V. THEORETICAL FRAMEWORK

This study of the Alberta School Trustees' Association was conducted within the analytical framework proposed by E. Wight Bakke in his "Concept of Social Organization".¹ This required that the Association be accepted as a social organization within the definition put forth by Bakke, wherein he contends that:

¹E. Wight Bakke, "Concept of Social Organization," Modern Organization Theory, Mason Haire, editor (New York: John Wiley and Sons, Inc., 1959), pp. 16 - 75.

A social organization is a continuing system of differentiated and coordinated human activities utilizing, transforming, and welding together a specific set of human, material, capital, ideational, and natural resources into a unique problem-solving whole engaged in satisfying particular human needs in interaction with other systems of human activities and resources in its environment.

The major features essential to a more specific definition of a particular social organization would therefore be:

1. The Organizational Charter or the image of the organization's unique wholeness.
2. The Basic Resources, human, material, capital, ideational, and natural, utilized in organizational activities.
3. The Activity processes essential to the acquisition, maintenance, and utilization of these basic resources for the performance of the organization's function.
4. The Bonds of Organization integrating into operating systems (a) each of the activity processes, (b) the objective provided for it by the organizational charter, and (c) the contribution to its operation of elements of the basic resources and the other essential processes. Each system or bond functions to develop and actualize the image of the organization's unique wholeness and to relate the organization and its parts to the external environment.²

It can be seen that Bakke's approach is essentially descriptive with the emphasis being on the activity carried on by the organization. This activity, he states, is undertaken to achieve the following:

- a) to develop and legitimize an organizational charter including the organization's function and objective;
- b) to provide and perpetuate the basic resources required;
- c) to produce a product or a service;
- d) to control and coordinate all operations and behavior;
- e) to provide for ability, viability, and integrity of the organization in a state of evolving dynamic equilibrium.³

In addition, he notes, the organizational activity must:

²Ibid., p. 37.

³Ibid., p. 72.

- a) accord with a fusion of organizational, group, and individual expectancies;
- b) be both of initiation and response;
- c) include both normal and deviational behavior; and
- d) include both outwardly and inwardly directed behavior.⁴

It is within this framework as put forward by Bakke that the study was carried out.

Three questions were of prime importance in determining the approach to be used. First was the fundamental question of purpose. Why was the study to be undertaken? Second was the problem of available knowledge and information. What was known and available about the subject at the present time? Finally, there was the problem of establishing the exact nature of the subject to be studied. What precisely was it that was to be examined? The first question was answerable without difficulty. The primary reason for the study was to extend the limits of available knowledge regarding the Alberta educational system and one of its major components, the Alberta School Trustees' Association. The second of the problems was somewhat more difficult to resolve. Preliminary investigation established that information about the subject existed but, with the exception of information related to the past decade or so, was not readily available. One of the first tasks which confronted the writer was that of rendering useful that which was available. The third question, that of defining the nature of the subject, was the most confounding. The primary difficulty was that on first examination the subject was revealed as being unique but the state of the

⁴Ibid.

older documents obscured the full extent and nature of its peculiarities. However, it was obvious that a major portion of its distinguishing characteristics arose from the nature of its membership and the role of this membership in the educational system. First, the members of the Association were not individuals but were collectivities known as boards of trustees. Second, the members were and are not free entities but exist only at the pleasure of the Provincial Legislature, a part of the organization's environment. It was desirable that a theoretical model be used which would help to define the essential and distinguishing characteristics of the organization under study.

Three reasons supported the choice of Bakke's model as that to be used in this study. First, it was evident that before any model could be used it was necessary that considerable study of the organization take place simply to know and understand some of its distinguishing characteristics. Bakke's model makes full use of the product of such preliminary study for his "organizational charter" is an attempt to establish the "identifying features of the organization".⁵

Second, Bakke has attempted to provide a model which will serve as an anatomical chart in the study of any organization. If he has been successful in this attempt and if his concept model becomes widely accepted then he, in fact, will have provided

those concerned with the theory of interaction of two or more organizations as such with a structure of organizational parts

⁵Ibid., p. 38.

which assists in comparison and contrast and in identifying critical points of contact between or among those organizations.⁶

It was thought to be desirable to utilize a model that might offer some real possibility for comparative studies in the future. This model seemed to provide for this eventuality.

Third, the fact that one of the organizations with which the Alberta School Trustees' Association interacts, namely, the Alberta Teachers' Association, has been studied⁷ within the conceptual framework provided by Bakke gave further support for the ultimate choice.

VI. HYPOTHESES

The following are the hypotheses that this study was designed to investigate.

1) That the Alberta School Trustees' Association was conceived and established because of ideational conflict between the school trustees and teachers of the Province.

2) That securing adequate capital and human resources has been a recurring problem confronting the Alberta School Trustees' Association.

3) That the Alberta School Trustees' Association expends a good deal of its available resources in countering pressures exerted by the teachers of the Province.

⁶Ibid., p. 26.

⁷Arthur Kratzmann, "The Alberta Teachers' Association--A Documentary Analysis of the Dynamics of a Professional Organization," Unpublished Doctoral Dissertation, University of Chicago, 1963. (Microfilm)

4) That the environment has determined, to a large degree, the present structure of the organization and the nature of its activities.

5) That the Alberta School Trustees' Association has undergone a transformation to the extent that the participating individuals perceived it, in its early days, as primarily a commonweal organization but today tend to perceive it as being a mutual-benefit organization.

6) That the Alberta School Trustees' Association has been rendered less effective because of factionalism within its own ranks.

7) That the activity of the Alberta School Trustees' Association is, in the main, primarily of a control nature.

8) That the leadership process is primarily an activity of the executive officers and administrative officials and not of the general membership.

VII. ASSUMPTIONS

For the purposes of this study it was assumed that:

1) Documents and records of the Alberta School Trustees' Association do reveal the characteristic activities of the Association.

2) The documents, records, and utterances of individuals used as sources of information for this study were reliable and given without intent to mislead or deceive.

VIII. DELIMITATIONS

1) The study was concerned only with the activity of the Alberta School Trustees' Association in the provincial educational system. The activity of member boards and of individuals was dealt with only if it had some bearing on the Association activity in the larger system. Activity that might be related to the Association's functioning in national activities was dealt with only insofar as it related to activity at the provincial level.

2) Activity of environmental organizations was taken into account only if such activity was known to have influenced the activity of the Alberta School Trustees' Association.

3) The present was construed to be February 15, 1966.

IX. DEFINITION OF TERMS

Alberta educational system. This term refers to that scheme of human endeavor directed to the furtherance of education in the Province of Alberta as established by Section 93 of The British North America Act⁸ and Section 17 of The Alberta Act⁹ and as controlled by appropriate enactments of the Legislative Assembly and the Cabinet of the Province of Alberta. The major appropriate enactments are The Department of Education Act,¹⁰ The School Act,¹¹

⁸British Statutes, 30, Victoria, c. III, Sec. 93.

⁹Statutes of Canada, 4 and 5, Edward VII, c. III, Sec. 17, "The Alberta Act, 1905".

¹⁰The Department of Education Act, R.S.A., 1955, c. 95.

¹¹The School Act, R.S.A., 1955, c. 297.

The County Act,¹² The Municipal and School Administration Act,¹³ The Accredited School Districts Act,¹⁴ and The General Regulations Under The Department of Education.¹⁵

The Association of School Trustees for the Province of Alberta. This is the name given to the Alberta School Trustees' Association as set out in its 1907 Constitution, and used in the period prior to 1919.

Boards of trustees. The meaning of this term is established by Sections 74 and 76 of The School Act. It essentially refers to the members of the boards of trustees of school districts and school divisions, and in addition, it also includes the council or the school committee of a council of a county as established by The County Act. Sections 12, 13, 16 and 20 of The County Act clearly establish the role of a county council and its school committee to be the same as that of a divisional board of trustees.

Central authority. This term shall mean the Department of Education of the Government of the Province of Alberta as established by The Department of Education Act.

Commonweal organization. For the meaning of this term reference is made to Blau and Scott who note that "the distinctive characteristic...is that the public-at-large is their prime bene-

¹²The County Act, R.S.A., 1955, c. 64.

¹³The Municipal and School Administration Act, 1962.

¹⁴The Accredited School Districts Act, R.S.A., 1963, c. 1.

¹⁵The General Regulations Under The Department of Education, O.C. 805/62.

ficiary, often, although not necessarily, to the exclusion of the very people who are the object of the organization's endeavor."¹⁶ It is in this sense that the term is used in this study.

Local association of the Alberta Teachers' Association. This term shall refer to a local association of the Alberta Teachers' Association as constituted by the By-laws of that organization.

Mutual-benefit organization. Blau and Scott define a mutual-benefit organization as one in which the prime beneficiary is the membership of the organization.¹⁷ It is in this sense that the term is used in this study.

Provincial Government. Where this term is used in this study it refers to the Legislative Assembly and/or the Cabinet of the Government of the Province of Alberta, as is provided by the terms of The Alberta Act, 1905.

School board. This term is used as an alternate for "board of trustees" as defined above.

Teaching. The School Act provides the meaning for this term by stating that a teacher is "a person holding a permanent or temporary certificate of qualification as a teacher issued by the Minister under The Department of Education Act."

X. OVERVIEW OF THE STUDY

The study of the Alberta School Trustees' Association was undertaken in three distinct parts. The first dealt with the purpose

¹⁶Peter M. Blau and Richard W. Scott, Formal Organizations (San Francisco: Chandler Publishing Company, 1962), p. 54.

¹⁷Ibid., p. 45.

and plan of the study and has already been discussed. The second was concerned with the environment of the organization in question. It was the opinion of the writer that to understand and appreciate the rational foundations of the Association's activity patterns and organizational structure, the nature of the environment must be understood. Since the Association was to be examined from the time of its origin to the present, it was deemed necessary to assess the major changes occurring in the environment over the same period of time. Five environmental elements relating to the Province of Alberta were selected as being of major importance. They were the demography, economy, political developments, governmental structure, and the major constituent parts of the educational system. The past experiences of the writer led him to believe that the unique wholeness of the Alberta School Trustees' Association and its activity patterns were dependent, to a substantial degree, on environmental conditions and changes. It was this belief that motivated a fairly detailed examination of the state of and transitions in the environment of the trustees' organization from 1907 to the present.

The third portion of the study centered on a detailed scrutiny of the social organization in question. In an effort to determine the foundations on which the present organization structure was built, close attention was given to two periods of time which were revealed early in the investigation as being of prime importance, namely, the periods 1907 to 1922 and 1934 to 1942. The interval from 1960 to 1966 was also subject to close examination for it was in this period

that the present organizational structure was established and the current activity patterns were given their direction.

The remaining intervals in the 1905 to 1966 time span involved proved to be relatively unimportant in the growth and development of the Alberta School Trustees' Association. This is not to imply that there were no occurrences which caused stress for the organization nor which caused concern to the participants and leaders. It is only to say that events in these intervals failed to have a major or lasting impact on the nature of the Association's being or its patterns of activities.

Reference to these intervals was, therefore, infrequently made.

The major emphasis in Part III was on the Organizational Charter, Basic Resources, and Essential Processes of the Alberta School Trustees' Association. These three major features of a social organization are those claimed by Bakke¹⁸ to be essential for a detailed definition of such a collectivity. In view of the fact that the Bonds of Organization, the fourth classification of the major features set out in Bakke's theoretical framework, was the only one that did not add any new elementary parts¹⁹ the decision was made to not study it directly. However, since the Bonds of Organization constitute an integration of the other three groupings into

¹⁸Bakke, op. cit., p. 37.

¹⁹Ibid.

operating systems, and because the study was conducted within an historical framework, some evidence of the interdependence and integration of the three that were dealt with was revealed in this section.

The determination of the reciprocal rights and obligations of the organization, and people and environmental agencies with respect to each other (these rights and obligations are a part of the Organizational Charter) required a detailed exploration of the statutory requirements of trustees, school boards and committees, and other corporate entities for many of these reciprocal rights and obligations have their basis in legal enactments. Hence, considerable space has been devoted to the examination of the legal conditions which govern the functioning of school trustees, school boards and committees, and corporations in the Province of Alberta.

An effort was made throughout the conduct of this study to relate the present features and activity patterns of the Association to the past. Because of the state of interdependence existing among the Organizational Charter, Basic Resources, and Essential Processes, some historical happenings are repeatedly drawn to the attention of the reader. The writer has attempted to avoid undue and unnecessary repetition but, because of the nature of the working model and the historical treatment given to the study, some overlapping was unavoidable.

PART II

THE ENVIRONMENT

OF THE ALBERTA SCHOOL TRUSTEES' ASSOCIATION

PREFACE TO PART II

The axiomatic relationship between the living organism and its surrounding world has drawn comments from the students of many disciplines. The comments have been made whether the units of life be simple single-cell structures or whether they be complex social units consisting of many complicated multicelled organisms. Von Bertalanffy, in speaking of "the phenomena of life" contends that

it is impossible to resolve the phenomena of life completely into elementary units; for each individual part and each individual event depends not only on conditions within itself, but also to a greater or lesser extent on the conditions within the whole, or within superordinate units of which it is a part.¹

Barnard comments that "an inspection of concrete operations of any co-operative systems shows at once that the physical environment is an inseparable part of it"² and that "it is in most cases evident that the social elements are an important aspect likewise of a concrete cooperative situation."³ Parsons makes the claim that a social system

...is a system of interaction of a plurality of actors, in which the action is oriented by rules which are complexes of complementary expectations concerning roles and sanctions. As a system, it has determinate internal organization and determinate patterns of structural change. It has, furthermore, as a system, a variety of mechanisms of adaptation to changes in the external environment.⁴

¹Ludwig Von Bertalanffy, Problems of Life (New York: Harper Brothers, 1960), p. 12.

²Chester I. Barnard, The Functions of the Executive (Cambridge: Harvard University Press, 1962), p. 66.

³Ibid., p. 67.

⁴Talcott Parsons and Edward A. Shils (editors), Toward A General Theory of Action (New York: Harper and Row, 1962), pp. 195 - 196.

Environment or, as Sheldon defines it, "all those things 'outside' the organism to which action may be related"⁵ encompassed much more than could be dealt with in this study. However, preliminary investigation revealed five constituents of the environment to be of prime importance insofar as the nature and the direction of organizational activity of the Alberta School Trustees' Association were concerned. They were the composition and growth of the population, the prevailing economic conditions, the political changes, the structure of the government, and the presence of other social organizations in the Alberta educational system. It is with these environmental elements that Chapters III to VII (inclusive) are concerned.

⁵Ibid., p. 31.

CHAPTER III

SOME DEMOGRAPHIC CONSIDERATIONS

Many problems which faced educators in the past had their origin in situations which basically centered about the nature and characteristics of the population involved. It was with the purpose of better understanding the underlying causes of some of the major concerns of teachers and trustees active in the Alberta educational system that an examination of some of the demographic trends was undertaken.

I. POPULATION GROWTH

During the period from 1901 to 1961, as revealed by Table I, Alberta's population grew from some 73,000 to 1,332,000 persons. This growth was characterized by a birthrate that fluctuated between twenty and thirty live births per one thousand of population and by periods of notable migration in and out of the Province.

The rate of natural increase more than doubled from a reported 10.3 to 22.5 persons per one thousand of population from 1906 to 1961. Since the year 1946 the rate of natural increase has not fallen below the 20.0 persons per one thousand of population figure. The growth in the rate of natural increase has been due not only to the slight gain in the birthrate since the end of the Second World War, but also to the ever extending longevity of the residents of the Province. The all-time high birthrate of 31.8

TABLE I

COMPARISON OF THE POPULATION INCREASE OF THE
DOMINION OF CANADA AND THE PROVINCE OF ALBERTA
BY DECADES, 1901 - 1961

| Year | Population Figures ^a | | Numerical Increase Over Preceding Census | | Percentage Increase Over Preceding Census | |
|-------------------|---------------------------------|---------|--|---------|---|---------|
| | Canada | Alberta | Canada | Alberta | Canada | Alberta |
| 1901 | 5,371 | 73 | 538 | 73 | 11.1 | - |
| 1911 | 7,207 | 374 | 1,835 | 301 | 34.2 | 412.6 |
| 1921 | 8,788 | 588 | 1,581 | 214 | 21.9 | 57.2 |
| 1931 | 10,377 | 732 | 1,589 | 143 | 18.1 | 24.3 |
| 1941 | 11,507 | 796 | 1,130 | 64 | 10.9 | 8.8 |
| 1951 ^b | 14,009 | 940 | 2,503 | 143 | 21.8 | 18.0 |
| 1961 | 18,238 | 1,331 | 4,229 | 392 | 30.2 | 41.8 |

Source: 1961 Census of Canada, Catalogue 99-511 (Vol. VII, Part 1), Table I, pp. 1 - 2.

^aAll population figures in thousands.

^bPopulation of Newfoundland included at this point.

births per one thousand was reached in 1954 while the record low deathrate was registered in 1961 with 6.7 deaths for each one thousand of population being reported.

Fluctuations in the population due to migration has been a somewhat cyclic affair. Immigration was at its peak about the time that Alberta became a province. During the ten year period from 1906 to 1915, immigration accounted for a net gain of about 238,000 persons, its greatest impact for any ten year period, as shown in Table II. The next decade of greatest in-migration was the sixth during which some 117,000 persons established residence in Alberta. Out-migration exceeded in-migration during two periods in Alberta's history. The most severe exodus occurred during the period from 1930 to 1945, while the second occurred during the early twenties when emigration exceeded immigration by some 16,000 persons.

The net result of past immigration on the present population is shown by the following analysis of the 1961 census figures. Out of a total population of some 1,332,000 persons, 40.8 per cent claimed a birthplace outside Alberta's boundaries and 21.8 per cent recorded their place of birth to have been outside the Dominion of Canada. Table III reveals from what areas outside Canada this latter group came.

Examination of the age groupings of the population revealed that the nonproductive segment of the society has tended to become proportionately larger than the productive segment during the recent past. This trend is shown by Table IV. The proportion of the

TABLE II
ANALYSIS OF POPULATION GROWTH, PROVINCE OF ALBERTA
1906 - 1960

| Interval | Net Growth (Thousands) | Natural Increase (Thousands) | Increase due to Immigration (Thousands) |
|----------|---------------------------|---------------------------------|---|
| 1906-10 | 151 | 19 | 132 |
| 1911-15 | 144 | 38 | 106 |
| 1916-20 | 85 | 45 | 40 |
| 1921-25 | 37 | 53 | -16 ^a |
| 1926-30 | 106 | 52 | 54 |
| 1931-35 | 57 | 66 | -9 |
| 1936-40 | 25 | 51 | -26 |
| 1941-45 | 18 | 62 | -44 |
| 1946-50 | 105 | 87 | 18 |
| 1951-55 | 178 | 118 | 60 |
| 1956-60 | 200 | 143 | 57 |

Source: Alberta Bureau of Statistics, Alberta Industry and Resources, A Report Prepared by the Alberta Bureau of Statistics (Edmonton: The Queen's Printer, 1964), p. 147.

^aValues having a minus sign (-) preceding are a decrease in population due to emigration.

TABLE III

PLACES OF ORIGIN FOR IMMIGRANTS INTO CANADA
ACCORDING TO 1961 CENSUS

| | United Kingdom | Other Commonw'th Countries | United States | European Coun- tries | Asiatic Coun- tries | Other Coun- tries |
|------------------------|-------------------|----------------------------------|------------------|----------------------------|---------------------------|-------------------------|
| Alberta Total | 76,124 | 2,567 | 51,500 | 151,397 | 6,120 | 1,041 |
| Percentage of Total | 5.7 | 0.2 | 3.9 | 11.4 | 0.5 | 0.1 |

Source: Alberta Bureau of Statistics, Alberta Industry and Resources, A Report Prepared by the Alberta Bureau of Statistics (Edmonton: The Queen's Printer, 1964), p. 161.

TABLE IV

POPULATION BY AGE GROUPS, PROVINCE OF ALBERTA, 1911 - 1961

| Age Group (Years) | 1911 | | 1921 | | 1931 | | 1941 | | 1951 | | 1961 | |
|----------------------|---------------------|-----|--------|-----|--------|-----|--------|-----|--------|-----|--------|-----|
| | Number ^a | % | Number | % | Number | % | Number | % | Number | % | Number | % |
| Under 20 | 151 | 40 | 262 | 45 | 313 | 43 | 307 | 39 | 361 | 38 | 568 | 43 |
| 20-64 ^b | 212 | 57 | 312 | 53 | 393 | 54 | 448 | 56 | 512 | 55 | 671 | 50 |
| Over 64 | 6 | 2 | 14 | 2 | 26 | 4 | 41 | 5 | 67 | 7 | 93 | 7 |
| Unspecified | 5 | 1 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Total | 374 | 100 | 589 | 100 | 732 | 100 | 796 | 100 | 940 | 100 | 1,332 | 100 |

Source: Alberta Bureau of Statistics, Alberta Industry and Resources, A Report Prepared by the Alberta Bureau of Statistics (Edmonton: The Queen's Printer, 1964), p. 164.

^aAll population figures are expressed in thousands.

^bThis age group is considered to be the productive segment of the population.

population falling in the age bracket of 20 to 64 years (inclusive) was slightly more than fifty per cent of the entire population in 1961. The 1961 figure was the lowest of any of the years examined. There can be little doubt that the trend for proportionately fewer people to provide for ever increasing numbers will continue in the years to come.

In spite of the overall growth of the population of Alberta, the density has remained at about half of that of Canada as a whole, exclusive of the Territories. According to the latest census figures (1961) the density of the population of Alberta was 5.35 persons per square mile, up 0.84 from the 1956 figure.

II. THE RURAL - URBAN SHIFT

The changing distribution of Alberta's population has reflected the transition from a predominantly agricultural society to one with an ever increasing industrial orientation. In 1906, some 127,320 of 185,195 persons were designated as rural residents, while the remaining 57,875 were listed as urbanites. Expressed as a percentage, 68.7 per cent were rural and 31.3 per cent were urban. By 1961 the percentage figures were nearly reversed with a 63.3 per cent of the total being designated as urban and the balance of 36.7 per cent being classified as rural residents. The trend to city living is brought into sharp relief by the following percentages of the total population living in those areas classified as cities in Alberta from 1901 to 1961.

| Year | Percentage of the total population living in Alberta cities ¹ |
|------|--|
| 1901 | 5.60 |
| 1921 | 25.02 |
| 1941 | 27.12 |
| 1961 | 47.80 |

Examination of land usage in the Province for the thirty-year period, 1931 to 1961, revealed further evidence of the migration from rural to urban areas. Table V indicates the truth of the following statement from the Report of the Royal Commission on Education of 1959: "The decreasing farm population and the increasing acreages combined to create an inevitable sparsity, or scatter of people in rural areas."²

III. RELIGIOUS AFFILIATIONS

Examination of the religious affiliations of the population of Alberta over the past half-century revealed the Roman Catholic denomination to be the one that has shown the greatest growth. Even though the inclusion of the Greek Catholic adherents with the Roman Catholic population in the 1931 and subsequent census years accounts for some of the increase, the past fifty years has seen the proportion of Roman Catholics increase by eight per cent to constitute

¹ Alberta Bureau of Statistics, Alberta Industry and Resources, A Report Prepared by the Alberta Bureau of Statistics (Edmonton: The Queen's Printer, 1964), p. 149.

² Alberta Government, Report of the Royal Commission on Education: 1959 (Edmonton: The Queen's Printer, 1959), p. 15.

TABLE V
LAND USAGE, ALBERTA, 1931 - 1961

| Year | Land Area (Acres) ^a | Farm Area (Acres) | Total Number of Farms | Average Area of Farms (Acres) |
|------|-----------------------------------|----------------------|--------------------------|----------------------------------|
| 1931 | 159,232 | 38,977 | 97,408 | 400 |
| 1941 | 159,232 | 43,277 | 99,732 | 434 |
| 1951 | 159,232 | 44,460 | 84,315 | 527 |
| 1961 | 159,232 | 47,229 | 73,212 | 645 |

Source: Alberta Government, Report of the Royal Commission on Education: 1959 (Edmonton: The Queen's Printer, 1959), p. 15.

^aLand and Farm areas are expressed in thousands of acres.

one-quarter of the total population by 1961. The relative membership strength of the United Church and related denominations has remained at a fairly constant level varying between the thirty-three and thirty-six per cent figure. The Anglican and Lutheran denominations, which along with the Roman Catholic and United Church adherents make up the four most significant religious groups in the Province, have shown a steady decline in their relative strengths since 1921. Table VI presents a picture of the change in the number of adherents and the relative strengths of the four leading religious denominations in the Province of Alberta.

IV. ETHNIC GROUPINGS

Examination of census reports dating back to 1911 revealed that those persons with paternal ties to the British Isles constituted the predominant but, at the same time, a consistently declining group. Its greatest strength for any of the years examined, as indicated by Table VII, was 1921 when it made up sixty per cent of the total population. Forty years later the strength of this group had decreased to a low of forty-five per cent. The second largest ethnic group at the present is the German with a membership which constitutes about fourteen per cent of the total population. The German group has shown a marked increase since World War II with its membership figure more than doubling from its 1941 figure of 77,721 to 183,314 in 1961. The next currently largest group, the Ukrainians, with a total membership of 105,923 persons, has been

TABLE VI
MEMBERSHIP FIGURES FOR THE FOUR LEADING RELIGIOUS
DENOMINATIONS, PROVINCE OF ALBERTA, 1911 - 1961

| Religious Denomination | 1911 | | 1921 | | 1931 | | 1941 | | 1951 | | 1961 | |
|-----------------------------|------------------|-----|------|-----|------|-----|------|-----|------|-----|------|-----|
| | No. ^c | % | No. | % | No. | % | No. | % | No. | % | No. | % |
| United Church ^a | 133 | 36 | 215 | 37 | 250 | 34 | 263 | 33 | 332 | 35 | 474 | 36 |
| Roman Catholic ^b | 63 | 17 | 98 | 17 | 169 | 23 | 191 | 24 | 224 | 24 | 334 | 25 |
| Anglican | 56 | 15 | 99 | 17 | 113 | 15 | 113 | 14 | 123 | 13 | 157 | 12 |
| Lutheran | 44 | 12 | 60 | 10 | 83 | 11 | 85 | 11 | 87 | 9 | 123 | 9 |
| Other | 78 | 21 | 116 | 20 | 117 | 16 | 144 | 18 | 174 | 19 | 244 | 18 |
| Totals ^d | 374 | 100 | 588 | 100 | 732 | 100 | 796 | 100 | 940 | 100 | 1332 | 100 |

Source: Census of Canada:

1931, Vol. I, p. 240;

1941, Vol. IV, p. 68;

1951, Vol. II, pp. 8 - 38; and

1961, Vol. I (Part 3), pp. 86 - 119.

^aIncludes United Church of Canada, Methodists, Presbyterians, and Congregationals.

^bGreek Catholics included for 1931 and subsequent years.

^cMembership figures are reported in thousands.

^dFailure of percentage totals to equal 100 in all cases results from the rounding of values used.

TABLE VII

MEMBERSHIP FIGURES^a FOR THE MAJOR ETHNIC GROUPS^b,
 PROVINCE OF ALBERTA, 1911 - 1961

| Ethnic Group | 1911 | | 1921 | | 1931 | | 1941 | | 1951 | | 1961 | |
|----------------------------|------|-----|------|-----|------|-----|------|-----|------|-----|------|-----|
| | No. | % | No. | % | No. | % | No. | % | No. | % | No. | % |
| Total Population | 374 | 100 | 588 | 100 | 732 | 100 | 796 | 100 | 940 | 100 | 1332 | 100 |
| British Isles ^c | 193 | 51 | 352 | 60 | 389 | 53 | 399 | 50 | 452 | 48 | 602 | 45 |
| French | 20 | 5 | 31 | 5 | 38 | 5 | 43 | 5 | 56 | 6 | 83 | 6 |
| German | 37 | 10 | 35 | 6 | 74 | 10 | 78 | 10 | 108 | 11 | 183 | 14 |
| Netherlands | 3 | 1 | 9 | 2 | 14 | 2 | 20 | 3 | 29 | 3 | 56 | 4 |
| Polish | 2 | 1 | 7 | 1 | 21 | 3 | 27 | 3 | 30 | 3 | 41 | 3 |
| Scandinavian ^d | 28 | 7 | 45 | 8 | 59 | 8 | 63 | 8 | 71 | 8 | 96 | 7 |
| Ukrainian ^e | 9 | 3 | 29 | 5 | 56 | 8 | 72 | 9 | 87 | 9 | 106 | 8 |

Source: Census of Canada:

1921, Vol. I, pp. 354 - 355;

1931, Vol. IV, pp. 736 - 737;

1941, Vol. IV, pp. 410 - 411;

1951, Vol. I, pp. 32-1, 32-2; and

1961, Catalogue 92 - 526, introductory page.

^aMembership figures are reported in thousands.

^bIn the census a person's ethnic group is traced through his father. In 1961, each person was asked the question, "To what ethnic or cultural group did you or your ancestor (on the male side) belong on coming to this continent?" The language spoken at the time by the person, or his paternal ancestor, was used as an aid in determining the person's ethnic group. (Source: Catalogue 92 - 526, 1961 Census of Canada, introductory page.)

^cBritish Isles includes English, Irish, Scottish and Welsh.

^dScandinavian includes Danish, Icelandic, Norwegian, and Swedish.

^eFor 1911 the reported number was for Russian, as no figure was given for the Ukrainian group at that time. The reported number was obtained from Vol. II, 1911 Census of Canada, p. 163.

fairly constant during the past five decades in that their relative strength has fluctuated between the eight and nine per cent figure with the exception of 1921 when it was at a low of five per cent. Even greater stability has been shown by the Scandinavian and French groups during the past years. The French have always constituted from five to six per cent of the total population and the Scandinavian group has consistently held its strength at the seven to eight per cent figure. The two remaining groups are relatively small but have shown steady growth during the term of Alberta's past. The people with ties to the Netherlands have seen their membership increase to its present four per cent of the total, while the Polish group has reached a current strength of three per cent.

Examination of the rural-urban disposition of the members belonging to the various ethnic groups reveals a tendency for those affiliated with the British Isles to be more attracted to the urban areas than any other ethnic group, with a proportion of 2.3 urban dwellers for each one that is classified as a rural dweller. The Ukrainian and Scandinavians are the groups that are rural oriented to the greatest degree in that each has about 1.2 urbanites for each rural member in its group. The urban-rural ratio for the other unmentioned groups ranges from this level to the 1.6:1 level of the Netherlands. Table VIII presents the rural-urban disposition of the various ethnic groups as determined by the 1961 census.

TABLE VIII
RURAL-URBAN DISPOSITION OF THE MAJOR ETHNIC GROUPS
IN THE PROVINCE OF ALBERTA, 1961

| Ethnic Group | Rural | | | | | | Urban | | Total Population | |
|--|---------------------|----|--------|----|----------|----|--------|----|------------------|-----|
| | Total | | Farm | | Non-farm | | | | | |
| | Number ^a | % | Number | % | Number | % | Number | % | Number | % |
| All groups | 489 | 37 | 286 | 22 | 203 | 15 | 843 | 63 | 1332 | 100 |
| British ^b Isles ^b | 179 | 30 | 98 | 16 | 80 | 13 | 423 | 70 | 602 | 100 |
| French | 36 | 43 | 19 | 23 | 17 | 20 | 47 | 57 | 83 | 100 |
| German | 76 | 41 | 52 | 28 | 24 | 13 | 108 | 59 | 183 | 100 |
| Netherlands | 22 | 39 | 14 | 26 | 7 | 13 | 34 | 61 | 56 | 100 |
| Polish | 16 | 40 | 11 | 26 | 5 | 13 | 24 | 60 | 41 | 100 |
| Scandianvian ^c | 44 | 46 | 27 | 29 | 16 | 17 | 52 | 54 | 96 | 100 |
| Ukrainian | 49 | 46 | 33 | 31 | 16 | 15 | 57 | 54 | 106 | 100 |

Source: Census of Canada: 1961 Catalogue 92 - 545 (Vol. I, Part 2) Table 36, pp. 36 - 9 and 36 - 10.

^aAll population figures are to the nearest thousand.

^bBritish Isles includes English, Irish, Scottish and Welsh.

^cScandinavian includes Danish, Icelandic, Norwegian and Swedish.

V. SIGNIFICANCE OF DEMOGRAPHIC TRENDS
FOR THE ALBERTA EDUCATIONAL SYSTEM

Examination of some of the demographic variables operative in the environment of the Alberta School Trustees' Association revealed few instances when the trustees could look to the past for patterns of the future. Demographically speaking, the sands were always shifting. Three demographic variables have had major impact on the educational system and have provided a real challenge to the system's effective functioning. Two of these are related to the growth of the population and the third to the population shift.

Rapid population growth, whether the result of immigration, increased fertility or longevity, is bound to produce a strain on any educational system. However, when a young and undeveloped area faced the problem of providing the educational facilities for a population which grew ten-fold over a thirty year period, as was the case for Alberta from 1901 to 1931, the strain was certain to be severe. Add to this the increased burden of providing an education for many children who, along with their parents, were strangers to the land and its language, and the strain became extreme. Such was the problem faced by the pioneer teachers, inspectors and trustees of Alberta for the first quarter century that the Province existed. The problems presented by numbers and lack of familiarity with the English language became serious again in the period following the Second World War. During both periods the rate of natural population growth

taxed the educational facilities to the limit and the heavy influx of new Canadians further aggravated the situation.

The shift of the population from rural to urban areas created problems which have not been resolved, even to the present time, to the satisfaction of all concerned. Urban centers were hard pressed to provide for the migration of new students into their areas of jurisdiction. Rural areas were confronted with the problem of providing for a population that became more scattered instead of more concentrated, as had been anticipated at one time. Curricula designed to train youth for a life of agricultural activities did little to aid them in meeting the challenge of non-rural living. Rural trustees were confronted with the problem of having to provide a more broadly conceived program for an ever decreasing concentration of students knowing that many of the recipients would spend their productive years in urban areas. Much of the educational investment made by the rural taxpayers was to be lost, insofar as the local areas were concerned, because of the nature of the shift in population.

Religious affiliations and ethnic groupings gave rise to serious problems only when the situation led to the establishment of separate school districts and the subsequent loss of educational potential and opportunities in the areas concerned. When the majority of the units of educational administration in the Province were of the four mile by four mile size, it was of little consequence whether the units were classified as public or separate. However,

when the move to centralization was confronted with increased activity in the opposite direction because of the establishment of numerous separate school districts, the question of religious affiliation took on new importance for the Alberta scene. It would appear that the future holds an ever increasing number of problems which will stem, either directly or indirectly, from the ethnic and religious ties held by members of the Alberta community.

Notice should also be given to one additional phenomenon which is, in part, a demographic consideration and that is the maintenance of an ever increasing non-productive segment by a proportionately ever diminishing productive segment. As people are provided with longer life spans by modern technology, as more years are required to train people to take a productive role in the world of work, as years of active participation as a wage earner lessen, the responsibility of meeting the needs of the young and the old falls on proportionately fewer and fewer shoulders. Those having this responsibility must therefore accept the fact that educational activities designed to serve the young, the unemployed, the aged and the leisure-bound will consume more and more of the results of their labor. Demographic considerations have challenged the leadership element of the educational system in the past and most certainly will loom large for those who serve this role in the future.

CHAPTER IV

THE PROVINCIAL ECONOMY

Inquiry into the nature of Alberta's economic development from 1905 to 1964 revealed two distinct eras. The first, which might be referred to as the agricultural or single-commodity era, extended from 1905 to 1946. The second and current period began in 1947 with the discovery of oil in the Leduc field and might be labelled the agricultural-petroleum or the multiple-commodity era.

I. THE SINGLE-COMMODITY ERA

The first phase was characterized by an almost complete dependency on agricultural activity. It tended to be a period of extremes, with either prosperity or depression being the order of the day. Alberta, as a province, was created at a time when the economic cycle of Canada was high and general prosperity prevailed. This high level of prosperity which existed during the formative years was, according to Macpherson, due in no small measure to the "quasi-colonial economy" which was structured for the prairie region by the federal government.

The acquisition of the prairie lands from the Hudson's Bay Company in 1870, and their administration by the federal government until 1929 'for the purposes of the Dominion', was initially to provide grants for the building of railways, which would stimulate settlement and thus provide new investment and trade possibilities for central Canadian enterprise, and was fundamentally to keep the land and the resources of the prairies available for the central government as an instrument of development policy. The protective tariff policy inaugurated in 1879 and never since seriously modified, was designed to promote industrial development within central Canada

and to give central Canadian industry a preferred or monopoly position as supplier of the prairie region...

The success of these policies is indicated by the marked expansion of the Canadian economy from 1895 to 1920. 'The most fundamental single characteristic of the period was the high rate of investment induced by improved expectations of profit from the exploitation of natural resources, which had been newly discovered, newly tapped by the extending railways, subjected to new productive techniques, or converted into profit possibilities by favorable shifts in costs and prices. Overwhelmingly most important were the wheat lands of the Prairie Provinces.'

.....
The dominance, in the opening up and the development of the prairies, of the federal policies just described and of the interests of eastern capital, is sufficient evidence of the colonial nature of the western economy in its formative years. The prairies, peopled by producers of grain and other primary products, were developed as an area for the profitable investment of capital, as a market for manufactured goods, and as a source of merchandising and carrying profits.¹

Macpherson further contends that though it has been widely accepted that the "colonial economic status" of the prairie region was overcome because of the "political strength of the organized farmer", it must be remembered that the needs of the farmer were, at this particular time, the needs of the eastern investors. The apparent success of the organized farmers in winning certain legislative reforms, he suggests, was due in large measure to the fact that the farmers' requests were often congruent with the felt needs of the eastern financial community. By the year 1930, he points out, even though organized, "the western farmers were reduced to asking for relief instead of reform."² The inference is that the prairie farmer had little real political strength when he was required to stand alone.

¹C. B. Macpherson, Democracy in Alberta (Toronto: University of Toronto Press, 1953), pp. 6 - 7.

²Ibid., p. 9.

It is the contention of Mackintosh that two factors were of paramount importance in determining the destiny of the early settlers of the prairie provinces.³ The first factor was that of settlement with its accompanying heavy capital expenditures which provided the basis for a picture of prosperity. The second was wheat and the prevailing world prices paid for this particular commodity. Both occurrences of serious depression during this era, the first from 1920 to 1924 and the second of the 1930's, he notes, were directly related to serious declines in the world market prices of wheat. Not only did the decline in the world wheat price produce its own direct impact on the economy of the prairies, it also retarded the volume of settlement and thus seriously reduced the degree of prosperity-producing immigration. Mackintosh points out that in the prairie provinces "the great swings of the world price for wheat since 1873 have marked out the main course of the fortunes of settlement."⁴

In summary, it can be said that the provincial economy from 1905 to 1946 showed strong growth for the first fifteen years, was depressed for the next five, regained its vitality until the catastrophic decline which began late in 1929, and was dragged back on its feet by the demands of a world in conflict in the early forties. Such was the state of affairs during the single commodity era in Alberta's economic past.

³W. A. Mackintosh, Economic Problems of the Prairie Provinces (Toronto: The MacMillan Company of Canada, Ltd., 1935), pp. 2 - 12.

⁴Ibid., p. 9.

II. THE MULTIPLE-COMMODITY ERA

With the discovery of vast reserves of oil and gas in 1947 and subsequent years, Alberta's economy acquired a stimulus for growth and a balance required for a greater degree of stability. The evolution of this era saw a gradual reduction of the dependency of the economy on agricultural activity. Hanson presents the following picture of the somewhat basic changes that have taken place in Alberta's "pattern of production".

In 1940, agriculture accounted for 58 per cent of the net value of commodity-producing industries; in 1950 the contribution of agriculture was 45 per cent; by 1960, the ratio had fallen to 22 per cent. Some of this decline is attributable to depressed conditions in the agricultural sector during the latter part of the 1950's. Other primary production, chiefly petroleum, but also coal, forestry products, fish, and furs, increased from 13 per cent of output in 1940 to 24 per cent in 1960. Manufacturing accounted for only 15 per cent of output in 1940, but expanded to 23 per cent in 1960. Finally, construction and electric power together made up a balance of 14 per cent in 1940; this rose to 32 per cent by 1960.⁵

To show the relatively rapid rate of Alberta's economic expansion as compared to the rest of Canada, Hanson writes as follows:

The Alberta share of the net value of commodity-producing industries expanded from 6.7 per cent of the Canadian total in 1940 to 6.9 per cent in 1950 and to 8.1 per cent in 1960. The net value of production in Alberta increased by 107 per cent during the decade 1950 to 1960 compared to a rise of 77 per cent for Canada and 79 per cent for Western Canada. The Alberta output increased from 25.8 per cent of the Western Canadian total in 1950 to 30.0 per cent in 1960. The level of capital investment was also exceptionally high during the 1950's.⁶

⁵Eric J. Hanson, Financing Education in Alberta (Edmonton: The Alberta Teachers' Association, 1964), p. 4.

⁶Ibid.

One of the most frequently used indicators of economic health of a region is that of personal income. Total personal income figures tend to show the overall economic activity while the per capita figures can be used in comparing the economic welfare of one region with another. Bearing in mind that only in 1942 did the population figure show a decrease over the previous year, examination of total personal income presents a fairly accurate indication of the total economic activity of the Province. Table IX clearly reveals the impact of the depression of the thirties, the recovery of the forties and the expansion of the fifties. The relative strength of the Alberta economy in comparison with that of Canada as a whole as taken over the past four decades substantiates the general picture of economic development presented by Hanson. This comparison is shown by the figures in Table X.

The Alberta Bureau of Statistics summarizes recent changes in personal income and the underlying reasons for them in the following statement:

The Alberta total personal income series shows almost uninterrupted growth, tripling in the past twenty years and almost doubling in the past decade. From 1952 to 1962 total personal income rose from \$1,328,000,000 to \$2,311,000,000. This gain represents a cumulative annual increase of 6%, which is almost double the rate of population growth. While part of the increase in the total stems from price increases which inflate the series, the fact remains that in real terms personal income has been rising faster than population. This indicates higher levels of real personal income and a rising standard of living for Albertans.

The above mentioned statement is made with the knowledge that in addition to personal income climbing steadily there has been a trend towards a broader income distribution. The components of personal income show how during the past ten years the economy of the Province of Alberta has changes. Wages,

TABLE IX
PERSONAL INCOME IN ALBERTA, 1926 - 1961

| Year | Personal Income ^{a,b} |
|------|-----------------------------------|
| 1926 | 293 |
| 1931 | 199 |
| 1936 | 188 |
| 1941 | 323 |
| 1946 | 686 |
| 1951 | 1,228 |
| 1956 | 1,635 |
| 1961 | 2,142 |

Source: Dominion Bureau of Statistics, National Accounts, Income and Expenditure (1926 - 1956) (Ottawa: The Queen's Printer, 1960), pp. 64 - 65; and Alberta Bureau of Statistics, Alberta Industry and Resources, A Report Prepared by the Alberta Bureau of Statistics (Edmonton: The Queen's Printer, 1964), p. 32.

^aPersonal income consists of the following five components:

1. Wages, salaries and supplementary labor income;
2. Net income received by farm operators from farm products;
3. Net income from non-farm unincorporated business;
4. Interest, dividends, and net rental income of persons;
5. Governmental transfer payments.

^bReported in millions of dollars.

TABLE X
PERSONAL INCOME PER CAPITA INDEX^a
ALBERTA, 1926 - 1961

| Year | Index |
|------|-------|
| 1926 | 113 |
| 1931 | 78 |
| 1936 | 75 |
| 1941 | 80 |
| 1946 | 108 |
| 1951 | 115 |
| 1956 | 107 |
| 1961 | 103 |

Source: Dominion Bureau of Statistics, The Organization and Administration of Public Schools in Canada (Ottawa: The Queen's Printer, 1960), pp. 64 - 65; and Alberta Bureau of Statistics, Alberta Industry and Resources, A Report Prepared by the Alberta Bureau of Statistics (Edmonton: The Queen's Printer, 1964), p. 132.

^aIndex is established with Canada equal to 100.

salaries and supplementary labor income have more than doubled, rising from \$643,000,000 in 1952 to \$1,374,000,000 in 1962. Over the same period the five year average of net income received by farm operators from farm production declined from \$298,000,000 to \$231,000,000...

What has happened since 1952, is that increased activity in manufacturing, construction and mining sectors of the economy have stimulated economic activity to the extent that despite the decline in personal income receipts of farmers, total personal income has risen. The effects of the fluctuations in annual returns to agriculture, which have been characteristic of this industry in the past, have to a considerable extent been ameliorated by more persons being dependent on other industries for their income.

Not only have returns from wages, salaries and supplementary income gained markedly, but personal income receipts of operators of non-farm unincorporated businesses and receipts of interest, dividends and net rental income have also almost doubled since 1952. This development has been a corollary to industrialization and population growth.⁷

III. SIGNIFICANCE OF CHANGES IN THE PROVINCIAL ECONOMY FOR THE ALBERTA EDUCATIONAL SYSTEM

For that period of time when Alberta's economic well-being was almost totally dependent on the vitality of the agricultural industry, the educational system's relationship with and its obligation to the economic activities of the Province were simple and straight forward. The first responsibility of the educational system was to provide for a literate student population that, in some small way, would be prepared to deal with the problems faced by men and women engaged in occupational pursuits of an agricultural nature. Education was to serve the central industry about which the economy revolved, for to serve the people was to serve this industry. In

⁷ Alberta Bureau of Statistics, Alberta Industry and Resources, A Report Prepared by the Alberta Bureau of Statistics (Edmonton: The Queen's Printer, 1964), p. 130.

addition, the educational system felt in a direct and immediate fashion any fluctuations in the well-being of this industry. If grain prices were high, if the fields were productive and the markets strong, money was available for the payment of teachers, the building of schools and the purchasing of supplies. If, on the other hand, the state of agriculture was generally depressed, teachers were underpaid or unpaid, buildings unkept and the facilities minimal. Fluctuations in the economy of the relatively small areas serving and being served by the one-room school had a direct and immediate impact on the school. So long as Alberta was dependent on the state of one industry, namely agriculture, education flourished or floundered according to the prosperity or impoverishment of the farmers in each individual district and in the Province as a whole.

As the base of Alberta's economy broadened so did the source of tax dollars and this in turn provided for a greater degree of stability in the financing of educational endeavors. Though the educational system still reflected the degree of affluence of Alberta society, it tended to respond less violently and less quickly to the fluctuations in the fortunes of any single industry. However, as the economic foundations were broadened, so were the demands on the educational system. It was expected to serve the requirements of more and new industries. These new industries that appeared in the Province required new skills on the part of the work force. This requirement forced potential workers to consume a larger and

more varied offering from the schools. The general population had to become literate in more than the traditional "three R's". Curricula had to be revised and expanded to serve this new literacy requirement. While the multiple-commodity economy provided for an increase in the resources available to the educational system and a greater degree of stability in the nature of the input, it also demanded a vast increase in the kind and degree of educational output. Largely because of the rapid change in the nature of Alberta's economy there were created in the Province new educational problems of a complexity undreamed of in earlier days and of resources to solve these problems that would have appeared to early trustees and educators as truly Utopian.

CHAPTER V

A POLITICAL SUMMARY

A sweep of Alberta's political panorama from 1905 to the present reveals a picture that is singular in nature. Though three different political parties have formed the government-of-the-day, two of these might well be labelled as being uniquely Albertan. One was established to function outside the conventional political arena and was to serve a single occupational group while the other, though originally based on a political theory which was conceived and widely expounded in the British Isles, until recently, had achieved notable success only in this most western of the Prairie Provinces. These three organizations, in order of their appearance on the political stage, were the Liberal, the United Farmers of Alberta, and the Social Credit parties.

I. THE LIBERAL PERIOD: 1905 - 1921

The Liberal party acquired control of the Alberta government, in the first instance, by virtue of the fact there was in power in Ottawa at the time of Alberta's creation a Liberal government under the leadership of Sir Wilfrid Laurier. It might reasonably be expected that the party controlling the federal scene would attempt to strengthen the hand of its provincial colleagues. This expectation was capably fulfilled by Laurier. His initial move in 1905

was to appoint Mr. G. H. V. Bulyea as the first Lieutenant-Governor.

About this appointment Thomas comments as follows:

Bulyea had already taken an important part in the autonomy negotiations and as Lieutenant-Governor for two terms he was to exert some influence on the course of Alberta politics... His appointment...was by no means a surprise, for his political activity and known Liberalism made him a natural choice.¹

Bulyea's first official act was to appoint as the first premier of the Province Alexander Cameron Rutherford. This appointment was followed by Rutherford's naming of a cabinet which again showed preferential treatment being given to the Liberal elements in that three of the four ministerial posts were assigned to known Liberal supporters. The fourth post was given to a reputed political novice. These partisan Liberal actions are summed up with these words:

...the formation of avowedly Liberal administrations prior to the provincial elections, the selection of Liberal-minded Edmonton rather than the Conservative stronghold of Calgary as the provisional capital of Alberta, and the obvious weighting of the vote in the northern region against the less reliably Liberal south in the drawing of constituency boundaries, all lend color to the view that party interest played an important part in determining the form that autonomy took and the future of some of its protagonists...It was evident that the Liberal party had every intention of seeking the support of the voters of the new provinces (Alberta and Saskatchewan) for governments that would follow the conventional paths of Canadian party politics.

During the next sixteen years the Alberta voters did follow the conventional political paths in that they elected Liberal administrations in 1905, 1909, 1913 and in 1917, and, at the same time,

¹L. G. Thomas, The Liberal Party in Alberta (Toronto: University of Toronto Press, 1959), pp. 17 - 18.

²Ibid., pp. 19 - 20.

provided a Conservative opposition. However, in 1921 the electorate of the Province rejected the Liberals in favor of the delegate democracy of the United Farmers of Alberta. Thomas summarizes this period with the following comments.

The Liberal party came into power in Alberta in 1905 not because of any conviction on the part of the Alberta voters of the validity of Liberal principles but because a Liberal government was in power in Ottawa...The Liberals held the keys to victory and the Conservatives could not find issues that would stir the voter...Conservative votes in the first two elections, in 1905 and 1909, came largely from those who clung to the non-partisan ideas of territorial times.

The Alberta and Great Waterways scandal split the Liberal party and disillusioned the public...This fissure in the party structure never wholly disappeared and the confidence of the people of the province in their government was severely shaken.

The Conservative failure to take advantage of this Liberal disaster was as extraordinary as the Liberal survival of the catastrophe...by the time of the election of 1913 the Liberal factions had been officially reconciled. Here the vigorous leadership of Sifton had its greatest triumph...As it was the Conservatives made substantial gains but remained in opposition.

By the time the Sifton government had surmounted the difficult hurdle presented by the election of 1913, a new force had begun to make itself felt in Alberta politics, the United Farmers of Alberta. Before long the U.F.A. Convention had more to say in determination of the policy of the Liberal government than the provincial legislature...With Sifton at the controls the machine continued to operate, but Stewart could not give the same ruthless and forceful leadership...Stewart and the Liberal party were utterly unable to cope with the social and economic dislocations arising from the war.

The voter had already ceased to believe that salvation lay with the old-line parties. The conventional patterns held no allurements for him, the unconventional no terrors. Provincial patronage could not compete with the pervasive influence of the highly organized U.F.A. locals. The result of the election of 1921 followed inevitably from the U.F.A.'s decision to take direct political action. The Liberal party provided the most effective opposition in the Alberta legislature throughout the period of U.F.A. dominance, but it was never able to seriously challenge the U.F.A.'s command of the allegiance of the Alberta voter in the provincial or federal elections.³

³Ibid., pp. 205 - 207.

II. THE UNITED FARMERS OF ALBERTA PERIOD: 1921 - 1935

While the early political success of the Liberals can be traced to effective functioning of the federal party, the early success of the U.F.A. can just as surely be attributed to the effective functioning of the grass roots structure of its organization. About this structure and its early purposes Macpherson writes in the following manner:

The life of the U.F.A. was largely the activities of the locals, established by the initiative of the farmers and farm women in each neighborhood to be centres of community life. In the locals, with the help of a small central organization, the farm population provided for itself the recreation and the technical and cultural education it wanted. The other purpose of the U.F.A. was to build up and consolidate the pressure of farmers' demands on governments. In this work the U.F.A. was concerned with practical matters of immediate need or desirability--freight rates, grain trade regulations, roads, and other things directly affecting their income and welfare.⁴

It was not until some ten years following the birth of the organization in 1909 that a strong move was made to become involved in direct political action. The initiative for this action came from the general membership and prevailed even though opposed by the leader of the time and certainly the theoretician of the organization, Henry Wise Wood. Once the decision to move actively into the political arena was made, the leaders set about developing a political theory to guide the actions of the membership.

The essential principles of the political theory which emerged were twofold. The first was the principle of class

⁴C. B. Macpherson, Democracy in Alberta (Toronto: University of Toronto Press, 1953), p. 28.

organization. Based largely on the social theory expounded by Mr. Wood, this principle held that the

...obvious alternative to the party system was the political mobilization of the people along occupational group lines; each unit with its own solid basis of common interest, nominating and electing legislative representatives.⁵

The second principle, that of constituency autonomy, contended that

...elected legislative members were held to be responsible to the U.F.A. locals which nominated and elected them, and to be in effect delegates of their local organizations rather than representatives of their constituents or of a local party.⁶

These two principles were natural outcomes of the U.F.A. concept of democracy, both as was professed and practiced at their annual conventions. According to Macpherson the term "democracy" had two meanings for the United Farmers of Alberta. One was the "moral concept" which was fundamental and which claimed that "democracy was a social order in which there was no exploitation by man of man or by class of class." About the second meaning, Macpherson writes that

...it was the concept of democracy as a means, a method or type of political organization and responsibility, by which the end was to be attained. This second meaning of the term of democracy in U.F.A. thinking was more specific: democracy was the control and instruction of elected representatives by the groups which nominated and elected them. This involved more than the general notion of the responsibility of elected representatives to their constituents. It meant that the elected members were regarded as delegates, subject to specific instruction by the group. It meant that the group must finance itself and operate its nominations and its election campaigning, in order that the member when elected should owe nothing to anyone but the group.

⁵Ibid., p. 45.

⁶Ibid., pp. 53 - 54.

It meant that the elected members of any one organization should not "assume the prerogative of organizing political machinery...; this would be a violation of the fundamental principle of political democracy, which is that the organization of all political machinery must originate with the citizenship." And it meant that the groups must be formed on a specific and stable basis of one overriding interest common to all members of the group, in order that clear decisions on policy for the guidance of the elected member could always be reached. This basis, of course, was the occupational group. In all these respects democracy was the opposite of the party system; revulsion from the party system is the fixed point of reference.⁷

The United Farmers of Alberta, in the early years of being, adhered to these guidelines of democracy. Delegates of locals to the annual conventions were elected by the local membership. Locals sent resolutions directly to the convention and these were subject to a minimum of screening by a central board which was established primarily to determine the order of the receipt of resolutions rather than to alter or redirect them.

The convention, though large,⁸ never degenerated into a merely inspirational or convivial gathering; issues were debated concretely, resolutions of any substance and backing among locals were sure of a hearing, and serious differences of view on policy continued to appear and to be fought out vigorously.⁹

Gradually during the fourteen years of U.F.A. administration the concept of constituency autonomy with its independence of action on the part of the members of the legislative assembly gave way to cabinet control. In an effort to prove that U.F.A. could govern the Province effectively, it was necessary that the elected representatives of the people give priority to their support of the

⁷ Ibid., pp. 48 - 49.

⁸ About 1400 accredited delegates and 250 resolutions in 1920.

⁹ Macpherson, op. cit., p. 66.

government in preference to their support of constituents' demands. As it turned out the annual provincial convention of the organization became the greatest outside source of influence on provincial legislation but there was little doubt that the cabinet control of the Legislature was essentially free of any real outside power. Unable to cope with the catastrophic effects brought about by the economic collapse of 1929 plus the emergence of a new popular movement resulted in the complete defeat of the United Farmers of Alberta as an effective political force in Alberta. Macpherson explains the fall of the U.F.A. in the 1935 election in the following manner.

The subordination of the cherished principle of delegate democracy to cabinet supremacy left the U.F.A. not resilient enough to serve as the political instrument of the Alberta farmers under the shattering blows of the depression in the early 1930's. Their interests demanded policies bolder than any they could induce the U.F.A. government to entertain. Finally they transferred their hopes to a new movement which appeared to be a new embodiment of that radical delegate democracy they had lost; and they did so in such numbers that in the provincial election of 1935 the U.F.A. lost every seat, to be replaced by a large Social Credit majority in the legislature and a Social Credit government. As it developed, the new movement after its first year or two became something very different from the delegate democracy; the voters had exchanged the remnant of delegate democracy for a plebiscitarian democracy.¹⁰

III. THE SOCIAL CREDIT PERIOD: 1935 TO THE PRESENT

Social credit, as a political and economic theory was no stranger to either the United Farmers of Alberta or the Legislature of the Province. As far back as 1922 some members of the U.F.A. were expounding the doctrines of Major Douglas. Three persons

¹⁰ Ibid., p. 92.

frequently associated with the early elucidation of social credit were G. C. Coote and Henry Spencer, Alberta members of parliament from the early twenties until the mid-thirties, and William Irvine, an active socialist on the Canadian and Alberta scene for three and one-half decades, beginning about the time of World War I. Concerning the acceptance of the social credit theories by these men and others active in the U.F.A. organization, Macpherson suggests that they "added the Douglas system of credit reform to the armoury of weapons in the western agrarian campaign against the domination of eastern capital."¹¹ Morton, in speaking of the U.F.A.'s Ottawa representatives and their "long crusade for more flexible use of credit under state direction", makes the assertion that they "sowed the seeds of doctrine" and "had prepared the way for the rise of some new movement."¹²

It was not only the federal representatives who indicated an interest in the Douglas system. McHenry notes that

the U.F.A. representatives in the provincial legislature had also evidenced curiosity over the panacea. In 1934, the agricultural committee of the Alberta legislature took testimony on the "Douglas system of Social Credit" from Major Douglas, Aberhart, and others.

Interest in Social Credit continued as long as the U.F.A. government held power. Major Douglas was employed by the government to study the applicability of Social Credit ideas to Alberta. In a report dated May 23, 1935, which Douglas signed as "Chief Reconstruction Advisor to His Majesty's Government of Alberta", appeared the following: "Action initiating in Alberta...is both possible and desirable and...such action must

¹¹ Ibid., p. 94.

¹² W. L. Morton, The Progressive Party in Canada (Toronto: University of Toronto Press, 1950), p. 286.

have as its first objective access to the financial credit which is presently based upon the resources and the people of Alberta itself."¹³

Whether the voters of Alberta turned to Social Credit because of its theories, its leader, or because of depression despair is difficult to assess. It would appear that economic conditions plus the emergence of a leader with the charismatic appeal apparently possessed by Aberhart were of primary import. It has been suggested by some students of the Alberta political scene that the theories of Social Credit were not understood by Mr. Aberhart much less the rank and file of the followers. McHenry, in his reference to the Douglas report of the U.F.A. government dated May 23, 1935, notes the first evidence of differences in the concept of social credit held by Aberhart and Douglas.

Appended to this report were certain extracts from a radio broadcast by Aberhart and a request by the provincial attorney-general that Douglas comment upon them. Douglas replied: "As a matter of opinion, I think Mr. Aberhart has made the common tactical mistake of elaborating his detail to a general audience to too great an extent, but if this detail is to be taken seriously, I think Mr. Aberhart should as a matter of courtesy be asked whether such details are, or are not, a matter of principle with him."¹⁴

He comments further that

it appears that Aberhart did not understand the economic doctrines of Major Douglas. Certainly he was less cautious than Douglas on the matter of what could be done on a provincial basis.¹⁵

¹³Dean E. McHenry, The Third Force in Canada (Toronto: Oxford University Press, 1950), pp. 126 - 127.

¹⁴Ibid., p. 127.

¹⁵Ibid.

Macpherson explains Aberhart's deviations from the Douglas theory in its pure form with a slightly different point of view.

In summary, it appears that both the main apparent deviations from the Douglas political theory which were required by the conditions in Alberta--the creation of a political party, and the strategy of "bringing the subject matter down to the detail of everyday life"--were less departures from the Douglas political theory than evidence that the theory was too abstractly schematic to be practical. This was to be expected, for Douglas had developed it in circumstances far removed from the actual requirements of a mass movement. Aberhart's political strategy and theory were consistently opportunistic, but opportunism involved no serious unfaithfulness to the Douglas political theory.

Thus, apart from the distortions of Douglas's economic and social theory, which we have seen to have resulted partly from the circumstances in Alberta and partly from Aberhart's moral preconceptions and intellectual limitations, the impact of Alberta on social credit was to reduce its political theory to immediate practicality, without rejecting its fundamental assumptions and principles: the homogeneous general will, the evocation of the general will by confining the people to demanding results, and the reliance on the experts for "methods".¹⁶

Though suggesting that economic conditions were probably of greatest importance, Morton gives some emphasis to the appeal that Aberhart had for the voters of the Province with the following statement.

Nor does undue emphasis on the despairing element in the rise of social credit do justice to the demagogic and revivalistic rhetoric of William Aberhart. That propagandist genius compounded out of fundamentalism, enthusiasm, and a gloss of economic literacy, a gospel of evangelistic materialism which carried over the air the promise of secular salvation.¹⁷

McHenry portrays Aberhart, the politician, in a much less flamboyant manner.

¹⁶ Macpherson, op. cit., pp. 159 - 160.

¹⁷ Morton, op. cit., p. 287.

The Hon. William Aberhart was a remarkable man. This Calgary school principal had built up a great following by his extra-curricular activities, chiefly lay preaching in the Bible Institute of Calgary. He had an unusually persuasive radio voice and he kept telling the people of Alberta the things they wanted to hear. In 1935 he promised, in addition to the \$25 per month dividend, to establish a new credit mechanism, to lend money without interest, to end unemployment, and to establish new industries in the province.¹⁸

There can be little doubt that Aberhart was an astute politician and a capable leader who made capital of the prevailing conditions of the time. These characteristics were displayed again soon after his election. His handling of the insurgency of 1937, his capitalization of the Dominion Government disallowance of acts of the Legislature, his adroit shift from the appeal of social credit theories to the appeal of good and honest administration, in short, his ability to keep the winds of fortune blowing in his favor, mark William Aberhart as one of the great political leaders of Alberta.

During the first years of being for the Social Credit organization there was a marked similarity of structure with that of the U. F. A. organization. These similarities are clearly outlined by Irving in the following statement.

...Aberhart's study groups corresponded to the U. F. A. locals; his zones (usually containing ten or a dozen groups) were modelled on the U. F. A. districts; there was little difference in the constituency organizations of the two movements; and, finally, the Social Credit League was inspired by the U. F. A. provincial convention. For nearly two-and-a-half years, Aberhart, as well as other Social Credit leaders and speakers, had the use of both organizations...they engaged actively in functional penetration of the U. F. A. locals until the Social Credit movement was finally transformed into a political party in April, 1935, only five months before the election.

¹⁸ McHenry, op. cit., p. 128.

The similarity in organization structure of the two movements and Aberhart's tactic of functional penetration made it easier for members of the U.F.A. to transfer their allegiance to the Social Credit movement...¹⁹

Though the structures of the organizations were similar, basic differences that existed in the underlying political theories produced in the Social Credit movement the destruction of the principle of delegate democracy and constituency autonomy which was so important to the United Farmers. The direction given to the local groups by the central headquarters of the Social Credit party might well be described as extraordinary in comparison with that given by the central office of the U.F.A. For example, the leader, William Aberhart, was given direct power in the selection of constituency candidates; the electorate were to demand results but were not to be concerned with the methods used in the attainment of the results; the methodology was to be the concern of the experts; the provincial conventions of the Social Credit League became a means of informing the delegates of the will of the Government which was the reverse of the principle of delegate democracy underlying the annual U.F.A. conventions. Macpherson sums up the relation between the Government and the annual party convention in this manner:

The cabinet, or more accurately the premier and those other members of the cabinet who were also leaders of the party, had established their supremacy over both the legislature and the convention to an even greater degree than any U.F.A. cabinet had done. Legislature and convention were not only subordinated;

¹⁹ John A. Irving, The Social Credit Movement in Alberta (Toronto: University of Toronto Press, 1959), p. 342.

they were rendered almost vestigial. This was the result of their acceptance of the Douglas theory that the people and their representatives should demand results only.²⁰

When an organization appeared to be so dependent on and dominated by the personal qualities of its leader as was the case of the Social Credit party, it might be anticipated that the removal of that leader from the scene would result in the collapse of the organization. Such was not the case, for Aberhart had a man under his tutelage for a number of years who was ready to assume control of the party and the government whenever the need arose. That man was Ernest C. Manning, "the first student to graduate in the regular three-year Bible Institute course"²¹ which had been the product of the energies of Aberhart. The need arose with the death of Premier Aberhart in May, 1943. Manning accepted the challenge of leadership with confidence and without breaking the continuity of the Social Credit stand of the time. In June, 1943, he announced

...continuation of the Aberhart policy: full cooperation in the national war effort, unrelenting struggle "to secure for each and every citizen of this province the permanent social and economic security and freedom which are rightfully theirs" by capturing "effective control of the monetary system," and "sound, honest and efficient administration in every department of the government."²²

Manning also displayed some of the political skill of Aberhart in his ability to find new issues around which to rally the

²⁰Macpherson, op. cit., p. 198.

²¹Irving, op. cit., p. 36.

²²Macpherson, op. cit., pp. 205 - 206.

followers while, at the same time, maintaining a connecting link with the social credit doctrines of the past. His "crusade against socialism"²³ and the creation of The Alberta Bill of Rights Act (subsequently declared ultra vires by the Privy Council in 1947) are two examples of the application of this skill. The uncovering of vast reserves of oil and natural gas in the years following 1946 presented to the Social Credit administration a political climate which was very favorable for exploitation. The skill of the party leadership element in determining the wants and disposition of the Alberta voter has been evident in that the degree of support given to the Social Credit party has been maintained to an almost embarrassingly high degree. There is little evidence to indicate that so long as the Alberta voter has his expectations fulfilled he is apt to change his political affiliation just for the sake of change alone.

Macpherson sketches the political panorama of Alberta with these words:

The whole sequence may be described as (1) the fairly "direct" democracy of the frontier Territorial period; (2) with the incursion of the federal Liberal and Conservative parties into provincial politics, a period of alternate-party government (full-fledged only from about 1910 to 1921); (3) with the U.F.A. revolt against the party system, a period of delegate democracy (1921 - 1935) which, because of the discredit of the alternate-party system and the hegemony of the U.F.A., was in effect a non-party or one-party system; (4) with the rise of social credit ideology and the capture of office by the Social Credit movement in 1935, a further but qualitatively different non-party

²³Ibid., p. 206.

system. The difference consisted in the fact that the Social Credit system, beginning as a delegate democracy in its outward forms, soon revealed itself as a plebiscitarian system from which the essential quality of delegate democracy--the close and continuous pressure of local opinion and demands on concrete issues--was conspicuously absent. Popular control of the government was illusory from the outset of the Social Credit administration. When an attempt was made to reassert it after the first eighteen months, the delegate insurgency was reduced to ineffectiveness by the government allowing some of the insurgents to share with it the nugatory responsibility of finding experts to whom the responsibility for legislative measures was in theory to be handed over. What emerged was, as in the U.F.A. period, virtually a one-party system with cabinet supremacy. But it was not a system of genuine instructed delegation modified by cabinet rule; it was now a system of cabinet rule sustained by the illusory democracy of the inspirational convention.²⁴

IV. SIGNIFICANCE OF POLITICAL DEVELOPMENTS FOR THE ALBERTA EDUCATIONAL SYSTEM

If any one thing in the environment of the Alberta School Trustees' Association were to be singled out as being paramount in shaping the nature of the Alberta educational system as it exists today, it would probably be the political developments at the provincial level. Alberta's political history is certainly unique and because of this the Alberta educational system has developed in a manner and direction that has given it characteristics that are not to be found elsewhere.

The long periods of unbroken governmental control by each of the Liberal, United Farmers, and Social Credit political parties provided a generally stable political climate for the development

²⁴Ibid., pp. 217 - 218.

of a provincial educational system. This stability of government enabled the civil service segment of the system to serve known expectations and to act without fear of later incrimination because of a change in government. Though such a situation provided an opportunity for stable administration, it provided little opportunity for the administrators to develop any degree of control over the policy-making process. The long periods of incumbency enabled the politicians concerned to become well acquainted with departmental operations and not totally reliant on the administration for information and advice.

However, on the three occasions when political change did occur it was thorough and left no doubt that the populace was dissatisfied with the old order of things and expected changes to be implemented. Such a climate resulted in some decisive alterations to the educational system. The sweep of the United Farmers of Alberta into power in 1921 provided the teachers of Alberta with a much less hostile milieu to contend with in their attempts to organize. The same sweep strengthened the concept of local autonomy in the government of the educational enterprise, for such was consistent with the concept of constituency autonomy held by the United Farmers. The complete domination of government by the Social Credit party after the 1935 election allowed for some decisive action to be taken regarding the centralization of school facilities and the establishment of larger administrative units within the educational system. It similarly provided William Aberhart with the

strength necessary to offer to the teaching force the opportunity for professional recognition and a greater degree of self-determination in deciding their professional destiny.

It is certainly reasonable to speculate that it was the nature of Alberta's political development that both stimulated and enabled much of the avant garde developments in its educational system to take place.

CHAPTER VI

DEVELOPMENT AND STRUCTURE OF GOVERNMENT IN ALBERTA

Government in Canada operates on three distinct levels.

Functioning within a constitutional framework which is partly written and partly unwritten, the government of the nation is basically a federal structure with governmental powers distributed between the national authority (the Dominion Government) and the regional authorities (the Provincial Governments). Those matters deemed to be of national concern have been allocated to the central or national authority, while those considered to be more limited in their area of concern have been assigned to the provinces. One of the major problems which has consistently faced the legislators of Canada has been determining the proper placement of particular governmental responsibilities. Variations in the perception of the interest in, the concern with, and the impact of any particular item or area of concern by individuals and groups of individuals tends to render the allocation of these responsibilities more difficult. In addition, the fact that items which clearly appear to be local in nature today often tend to become national in scope tomorrow and vice versa, assures that the distribution and application of governmental powers will be for many years, if not for all time, a matter of vital concern. Enns succinctly outlines the nature of power distribution and constitutional relationships between the various levels of government in the following manner.

In a federal democracy such as Canada, the national constitution distributes the powers between the federal and provincial governments. In Canada this is the case insofar as constitutional provisions for the four original provinces of the union of 1867 are concerned. These provisions were set forth by act of the British Parliament. Subsequent admission of the British colonies of British Columbia, Prince Edward Island, and Newfoundland, was by order in council of the British government. For these provinces, and for the federal authority itself, the constitutional law is either a statute of the British Parliament or an order of the British government. The admission of the Prairie Provinces to the union and the establishment of their constitutions, however, was by act of the Canadian Parliament.

Thus, constitutional relationships are largely matters of legal jurisdiction. A statute of government of higher authority may serve as the constitution of one of lower authority. Statutes of the federal Parliament may form part of the constitution of a provincial government, and the statutes of the provincial legislature may form the constitution of a local government. No local government may make laws or regulations falling outside the powers granted by the provincial statutes, and no provincial legislature may make laws falling outside the framework established by federal statute setting provincial constitutions or the B.N.A. Act of 1867 and its amendments.¹

I. THE PROVINCIAL GOVERNMENT OF ALBERTA

The Province of Alberta came into being on September 1, 1905, the date on which the provisions of The Alberta Act became effective, and the allocation of provincial responsibilities were set out in Section 92 of The British North America Act, 1867. By virtue of Section 17 of The Alberta Act, 1905, matters deemed to be educational were assigned to the Province. In Section 17 of The Alberta Act it is stated that Section 93 of The British North America Act shall prevail and it is this section of the Act of 1867 which provides that

¹Frederick Enns, The Legal Status of the Canadian School Board (Toronto: The Macmillan Company of Canada, Ltd., 1963), p. 3.

"in and for each province the Legislature may exclusively make laws in relation to education..."

The Government of Alberta is organized into two main branches. One branch is that which establishes the statutes of the land within the provision of the powers granted it by the federal authority. This, the Legislative Branch, is composed of the members of the Legislative Assembly, the Cabinet Ministers, and the Lieutenant-Governor.

The Legislative Assembly is composed of the members who have been elected by the voters in the various constituencies or electoral districts in the Province. It is this group of persons which purports to speak for the people and to act on their behalf on matters pertaining to the business of the Province as a whole. The First Minister or Premier and the Executive Council or Cabinet are drawn from members of the Legislative Assembly.

The other main branch, the Executive Branch, is made up of the Executive Council and the Lieutenant-Governor. The Executive Council consists of the Premier and the Cabinet Ministers who are the executive heads of the various departments of the Government.

The principal functions and duties of the Executive Council are:

- (a) To give active leadership in forming a provincial policy on all matters concerning the province.
- (b) To carry out a wide variety of executive acts.
- (c) To supervise the work of the government departments...
- (d) To control the order of business of the legislative assembly.
- (e) To introduce all new legislation affecting public affairs...²

²Alberta Department of Education, Our Provincial Government, A Handbook Prepared by the Department of Education of the Government of the Province of Alberta (Edmonton: The Queen's Printer, 1964), p. 18.

The departments which are responsible for putting into effect the action resulting from legislative and executive council decisions have a permanent head, the Deputy Minister, who is responsible not only for the effective functioning of his particular department, but also for seeing that continuity exists between times of governmental change resulting from the action of the electorate.

II. LOCAL GOVERNMENT (NON-EDUCATIONAL)

Two sections of The British North America Act, 1867, provide the foundation of what is commonly referred to as local government in the Province of Alberta. Section 92 of the said Act, which deals with the "Exclusive Powers of the Provincial Legislatures" opens with the following statement:

In each Province the Legislature may exclusively make Laws in relation to Matters coming within the Classes of Subjects next hereinafter enumerated...³

Of the "enumerated subsections", 2, 7, 8, 9, and 16 are of primary interest at this point for it is the subjects therein referred to that form the basis of most of the local government action apart from matters which are of an educational nature. The wording of these subsections is as follows:

- (2) Direct Taxation within the Province in order to the Raising of a Revenue for Provincial Purposes.
- (7) The Establishment, Maintenance, and Management of Public and Reformatory Prisons in and for the Province.
- (8) Municipal Institutions in the Province.

³British Statutes, 30 Victoria, C. III, Sec. 92.

- (9) Shop, Saloon, Tavern, Auctioneer, and other Licenses in order to the raising of a Revenue for Provincial, Local, or Municipal Purposes.
- (16) Generally all Matters of a merely local or private Nature in the Province.⁴

The other section providing the foundation for local government in Alberta is Section 93 which assigns the responsibility for educational matters to the individual provinces. The relationship between this particular section and local government is more fully developed in a following section.

Local government (non-educational) has been achieved in Alberta with a variety of municipal institutions. Prior to the founding of the Province of Alberta, inhabitants could request the formation of administrative units called "herd districts" or "fire districts"⁵ depending on the specific need of the settlers. Herd districts were established to deal with problems arising from straying cattle whereas prairie fires were to be the concern of the fire districts. In 1887 the Territorial government passed The Statute Labor Ordinance in an attempt to make provision for the residents of a specific region to have roads for their use. By 1890 the road building and maintenance function along with the fire guarding functions were assigned to local units by another act of the Territorial government. "Alberta got its first district in 1893 when Statute Labor and Fire District No. 2 was established, in the Clover

⁴Robert MacGregor Dawson, Democratic Government in Canada (Toronto: University of Toronto Press, 1963), pp. 154 - 155.

⁵Eric J. Hanson, Local Government in Alberta (Toronto: McClelland and Stewart, Ltd., 1956), p. 14.

Bar area east of Edmonton."⁶ In speaking of the formation of these units of local government, Hansons observes that

compulsion by the territorial government was a force of greatest importance in the organization of these districts. The Government noted the progress of settlement and issued proclamations when townships had the requisite number of residents.⁷

Subsequent government action in 1897 created local government districts which were largely the previous statute labor districts renamed. At first the improvement districts were administered by the territorial government, but

The Local Improvement Ordinance of 1903 provided for the organization of local self-governing improvement districts with areas from three to six townships (108 to 216 square miles).⁸

Seven years after its establishment as a province, Alberta created rural municipalities in an attempt to overcome the deficiencies encountered in the operation of the local government units which had been inherited from the deceased territorial government. The Rural Municipality Act of 1912 provided for the establishment of rural municipal corporations which allowed for a much greater degree of self-government than had previously been possible. However the rural residents of the Province appeared to be unenthusiastic about the possibilities and were slow to apply for incorporation. Hanson attributes the lack of appeal to several factors.

First, there seemed to be the fear that taxes would rise with municipal organization. Second, since rural municipalities

⁶Ibid., p. 14.

⁷Ibid., p. 15.

⁸Ibid., p. 22.

could issue debentures there was a fear that local councils would plunge districts into excessive debts, again raising the tax burden. Third, the provision of electing councilors at large rather than by divisions was disliked.⁹

The populace apparently felt more secure with the local improvement district organization which, while limiting the degree of effective self-government, was perceived as being safe for it was a known and understood form of government.

Municipalities were generally created in the newly developed regions where improvement districts had not existed beforehand. Once again the senior government thrust a greater degree of responsibility on the shoulders of the local inhabitants when, in 1918, The Municipal Districts Act replaced prior legislation and, at the same time, abolished the organized local improvement districts, leaving only the unorganized improvement district.

The structure of local government remained fairly static until the depression years of the mid-thirties. Motivated by the failure of a number of municipal districts and their subsequent take over by the Department of Municipal Affairs, and, at the same time, the evident success of the larger school units, the divisions, the Government of the Province moved to create larger municipal districts. It was theorized by the officials that

...retreat from local autonomy could be halted if the resources of several small units were combined to form large municipal districts. Unnecessary duplication in local administration

⁹Ibid., p. 24.

would be eliminated thereby and economies effected. Mill rates would be more stable and tax burdens moreover would be equalized between strong and weaker districts.¹⁰

The amalgamation was started in 1942 and by 1944 the 143 municipal districts in Alberta had been reduced to sixty.

This move creating the larger units did not see the end of serious difficulties for the government officials. Hanson speaks of the nature of the continuing problems as follows:

Municipal districts levied all rural local taxes but lacked control over all local expenditures. This invited haphazard budgeting and expenditure. Ratepayers in a given municipal district found themselves in different school divisions and hospital districts. They were often confused as to what local body had jurisdiction or was responsible with respect to the problem they might have. They were also unable to obtain a clear-cut over-all view of their local affairs because of overlapping jurisdictions.¹¹

It became obvious that if the confusion resulting from these overlapping jurisdictions were to be eliminated, it would be necessary to adjust the boundaries of the jurisdictions themselves. To achieve this end, the Provincial Government took two actions at about the same point in time. First, in 1950, The County Act came into being. As was the case for all prior major adjustments to the design of local government in the Province, the proposal to establish "all-purpose authorities in rural areas to provide all local services"¹² as outlined in Bill No. 50 came under severe attack.

¹⁰ Alberta Department of Education, After Ten Years A Report of the Alberta County System prepared by the Department of Education and the Department of Municipal Affairs of the Government of the Province of Alberta (Edmonton: The Queen's Printer, 1961), pp. 3 - 4.

¹¹ Hanson, op. cit., p. 62.

¹² Ibid., p. 64.

It was opposed as 'an attempt by the Department of Municipal Affairs to take over the running of school districts,' as a plan 'to centralize and regiment the entire province in Counties' or more tersely as 'dictatorial centralization'.

Opposition to the system was unaccountably strong in the teaching profession and among school trustees (who saw in it 'the deterioration of school affairs in favor of roads, side-walks and other public services'). Individuals were certain that counties would mean increased taxes, the loss of personal contact with their local councils, decreasing importance of elected officials, reduced services and even their own disenfranchisement.¹³

Hanson speaks of the action of the Government in its passing of Bill No. 50 with these words:

The Alberta County Act was clearly a departure from North American tradition with its bias for setting up special-function units with a high degree of fiscal independence. Most particularly, it challenged the independence of school boards--the Ryerson tradition as it is known in Canada--which had been almost unquestioned for a century. The Alberta Government showed both imagination and daring in passing this piece of legislation.¹⁴

To help allay the fears of the critics, it was proposed that not more than four counties be established under the provisions of the Act and that four years after the formation of a county the ratepayers of a county be given the opportunity to express their desire to continue the county form of government. Furthermore, a county was to be established only after a request for such reorganization was received from either "a municipal council or a school divisional board having jurisdiction over a major part of the proposed county."¹⁵ The success of the county form of government might well be judged from the situation existing in the Province of Alberta

¹³ Alberta Department of Education, After Ten Years, op. cit., p. 6.

¹⁴ Hanson, op. cit., pp. 64 - 65.

¹⁵ Ibid., p. 65.

as of January, 1965. At that time, ten years following the permanent establishment of the County of Grande Prairie, Number One, and the County of Vulcan, Number Two, a total of twenty-eight counties had been established and the number of municipal districts reduced to twenty. At the same time there existed forty-five Improvement Districts and two Special Areas.

The second act of the Province to meet the problem of overlapping jurisdictions was based on the recommendation of Mr. J. W. Judge, the Deputy Minister of Municipal Affairs, who recommended in 1948 that "A committee to determine coterminous boundaries for municipal districts and school divisions be set up."¹⁶

The five-member Commission held its first meeting early in 1953 in the southern part of the Province, and working northward, completed its work by the end of 1954. Using seven criteria (physical features; nature of production; ability to pay; size in relation to administration; inclusion of non-divisional schools; existing pattern of school centralization; railroads, highways and market centres) they negotiated with municipal councils, school boards, other interested groups and individuals until boundaries common to both types of administrative units were determined wherever possible to the general satisfaction of all concerned.

The Counties of Warner, No. 5, Stettler, No. 6, and Thorhild, No. 7, were established while the Commission was engaged in its task. This might suggest that the determination of co-terminous boundaries encouraged county formation. On the other hand, no new counties were organized during the next two years which might strengthen the view that, with the confusion of overlapping boundaries removed, the need to combine the two units was diminished. There is indeed strong evidence to support the latter view, but the fact remains that all...counties incorporated since January 1, 1958, did enjoy for varying periods the benefits resulting from the work of the Co-terminous Boundary Commission.¹⁷

¹⁶Ibid., p. 70.

¹⁷Alberta Department of Education, After Ten Years, op. cit., pp. 8 - 9.

The establishment of units of self-government in the more densely populated areas of the Province apparently required much less direction and motivation on the part of the central authority. Hanson observes that "while the territorial and provincial legislatures used such coercion to organize rural local governments, the creation of urban units was left largely to local initiative."¹⁸ The establishment of a city or town generally required only the meeting of very minimal requirements as set out in Territorial statutes. "For example, a town could be incorporated within an area of up to four square miles provided there were at least 300 residents."¹⁹ If a town had in excess of two thousand inhabitants it could be incorporated as a city by the requirements of the prevailing statutes. It should be noted that even at this time the governing body of both towns and cities consisted of a mayor and a council. By the year 1905, there were in existence three types of corporations possible for urban areas. The smallest were the villages, next in size were the towns, and the largest units were classified as cities. The requirements of the various types of corporations noted have varied over the years but the basic pattern has remained unchanged. "By 1915...Alberta had a half-dozen cities, more than fifty towns, and more than one hundred villages."²⁰ One-half a century later the count was 167 villages (including the summer variety), eighty-nine towns and ten cities.

¹⁸Hanson, op. cit., p. 27.

¹⁹Ibid.

²⁰Ibid., p. 29.

In 1951, one of two significant developments in urban municipal legislation since the creation of the Province took place with the passing of The City Act of 1951. Prior to this time, cities had been set up by special ordinance. This practice was established in 1893 when Calgary was given the status of a city and, at the same time, received extra-ordinary powers in the management of its affairs. Exceptions became the rule as new cities were created from that time until 1951. With reference to The City Act of 1951, Hanson writes

It provided for uniform charters for the cities of Alberta. This was the culmination of efforts that had been made since Alberta became a province in 1905, and again the Social Credit administration showed its vigor in the field of municipal organization...²¹

He further noted that

Under the pre-1951 system of separate charters it was often difficult for the province to discharge its responsibilities. The old charters and their amendments were private acts, subject to all the disadvantages of private acts. Some of the old charters were hard to find, short of a search of the statutes through time, while in at least one case only an index to separate acts and amendments was extant. Lawyers and other interested parties found it difficult to know the law under which cities operated. These difficulties were ironed out by the 1951 Act.²²

The second significant development in the area of municipal government was the passage of "an Act to Provide for the Merger of Municipal and School Administration in Cities and Towns"²³ in 1962.

²¹Ibid., p. 80.

²²Ibid., p. 81.

²³Alberta Department of Education, In Other Words...An Explanation of the Municipal and School Administration Act, An outline of the Act and its implementation prepared by the Department of Education and the Department of Municipal Affairs of the Government of Alberta (Edmonton: The Queen's Printer, 1962), p. 3.

This legislation was designed to enable those cities and towns that might be interested to combine municipal and school administration. It was, in reality, authority for experimentation with the county concept of local government in the urban setting. To what extent this enabling legislation will be utilized in the future remains to be seen. It will depend on the degree of initiative displayed by the present city and town councils in exploring the potentialities of a combined urban administration and on the degree of success achieved once such exploration has been initiated.

III. LOCAL GOVERNMENT (EDUCATIONAL)

It has been noted that two sections of The British North America Act, 1867, provided the foundation of local government in Alberta. To this point attention has been given only to the form of local government arising from Section 92 of the said Act. The other section of The British North America Act which established a basis for local government is Section 93 wherein it is stated that "In and for each province the Legislature may exclusively make laws in relation to education..."²⁴ Through the medium of Section 17 of The Alberta Act, 1905, Section 93 was brought into play in Alberta and, at the same time, Alberta inherited an already well established unit of local self-government, the school district.

²⁴British Statutes, 30 Victoria, c. III, Sec. 93.

The school districts of the Territorial days were units about four miles by four miles and with a simple building of one or two rooms located at some nearly central point. This unit adequately served the educational demands of the Territories and later of the Province in its formative years. Hanson, in writing of these early units, notes the evolution of relationships between the school and municipal administrative units with the following description.

The school districts varied in size but most of them included from twelve to sixteen square miles. They were quite independent of other local governments. Each town and village school district embraced rural territory around the town or village. Rural school districts often included parts of two or more statute labor or local improvement districts. Thus the overlapping of boundaries of local governments began as soon as such governments were organized.

At first the school districts levied and collected their own taxes, but the territorial government often had to help in collecting arrears. A directive from the territorial government to recalcitrant ratepayers usually had more effect than notices sent out by local trustees who did not like to dun their neighbors or seize their property. Gradually the districts arranged to have their taxes collected by the municipalities concerned. This development, of course, had to await the organization of municipalities which often followed, rather than preceded, the establishment of school districts. Some school districts in Alberta, especially the village districts, continued to levy and collect their own taxes until recent years when the Provincial Government abolished the practice entirely. Dominion and territorial grants were paid to the treasurers of the districts or directly to teachers as part salary.²⁵

Examination of the statistics²⁶ regarding the number of school districts in existence in 1905 as compared with the number of schools in operation reveals something of the organization of education at

²⁵ Hanson, op. cit., p. 11.

²⁶ Alberta Department of Education, Fifty-eighth Annual Report of the Department of Education of the Province of Alberta (Edmonton: The Queen's Printer, 1964), p. 186.

the time. It is reported that there were 602 school districts, with seventy-nine per cent of the districts having operating schools. This meant that there were about 476 districts "with operating schools". Within these operating districts a total of 628 classrooms were in operation, about one room for each district in existence or about 1.3 rooms for each district operating schools.

During the period from 1905 to 1935 some efforts were made to reduce the ever increasing number of these small educational jurisdictions. The major effort was directed to the consolidation of resources of adjoining districts. The resulting units were called consolidated school districts and the small units, for all practical purposes, became inoperative and their individual schools closed. In the new and larger district, usually "from 30 to 80 square miles in area"²⁷ a centrally located school was built and to it pupils were transported from all parts of the consolidated area. The creation of a consolidated school district usually meant the merger of about two to five districts to form a single operating unit. If the neighboring school districts combined their efforts to provide for the operation of a high school, then, in all likelihood, a rural high school district was the end product. In this case the school districts retained their identity and their schools with the modified consolidation for high school grades only.

It was not until 1936 that the first generally effective enlargement of units of administration was achieved. By this time

²⁷Dominion Bureau of Statistics, The Organization and Administration of Public Schools in Canada (Ottawa: The Queen's Printer, 1960), p. 50.

there were a total of 3,812 school districts in existence and of this total 90.49 per cent were districts with operating schools. In spite of legislative action taken at this time to bring into being large units of administration, the number of school districts actively functioning continued to grow until the early forties. In 1936 the school division was introduced to the Province of Alberta. In speaking of this particular unit of administration and the nature of its establishment in Alberta, a survey of the administration of public schools in Canada reports as follows:

Alberta's school divisions were established entirely by ministerial order. Following discussions with residents, the holding of meetings to acquaint the public, but especially local district trustees, with the new scheme, and careful study by departmental officials, the districts to be included in each case were designated as a school division. No vote of the people was held, and no district was permitted to declare itself out. This procedure made comprehensive action possible at a time when local school administration was at a low ebb.²⁸

The United Farmers government had for many years studied and shown a favorable disposition toward the establishment of larger units of administration. Two experimental large units were established under the guidance of the then Minister of Education, the Honorable Perren Baker. However, it required the strength and vigor of the newly elected Social Credit government to bring the divisional units into general use. In attempting to determine the success of these enlarged educational jurisdictions, Hanson "hazards the following statements."²⁹

²⁸Ibid.

²⁹Hanson, op. cit., p. 52.

The administrative personnel and office techniques in use appear far superior to those of most of the older, small units which really employed only part-time secretaries. There is far greater uniformity of educational standards within divisions and throughout the province than there would have been had the older system been continued. A look at the great disparities in expenditures per pupil or per room in other provinces which have retained the small districts provides statistical evidence that the school divisions in Alberta have done much to equalize service standards. With reference to tax burdens, similar observations hold. Before school divisions were organized, the mill rates of the school districts within an area later organized as a school division often varied from one mill to more than forty mills. Combination of the districts brought with it a uniform mill rate, a condition which increased taxes in some districts and lowered them in others. However, it is a reasonable proposition in a democratic state that children in poor districts should have the same opportunities in obtaining an education as those in a wealthy district. School division organization is in keeping with this proposition--which is not always accepted by ratepayers in districts where mill rates went up when school divisions were formed.

The organization of school divisions has facilitated the use of provincial grants to equalize the financial capacity of the divisions throughout the province. Where there were thousands of small school districts it was almost impossible to devise a formula that would secure any high degree of equalization.

Finally, it has become possible to work out salary schedules for teachers, along with regulations setting out the conditions of tenure and promotion. This has lent stability to the teaching profession.³⁰

In 1936 eleven divisional units were established and by the mid-century point the number had increased to fifty-eight.

It should be noted that the divisional units of educational administration influenced the decisions of the Co-Terminous Boundary Commission in that "it was felt that existing centralizations of schools should not be disturbed. They should be included in their

³⁰Ibid.

entirety, especially if a 'definite pattern of community life is developed.'"³¹ Hence it was that the boundaries of the school units often formed the basis for the ultimate determination of the boundaries of the municipal government units.

Two pieces of provincial legislation have been of major importance insofar as the administration of education has been concerned. The first was that action which created the divisions and which took place in 1936. The second was that legislation which introduced the county concept of government to Albertans. As has been noted previously, this Act was passed in 1950, some fourteen years following the establishment of the larger units of educational jurisdiction. What did this action of the Government mean for local self-government in Alberta?

It brought together under a single jurisdiction both the general municipal and the educational responsibilities of local government. It has rendered impossible the conflict between the educational and non-educational bodies for they are but one under the county structure.

The divisional board and the municipal district council are replaced by a single county council, members of which form themselves into committees to administer the affairs of the county as a whole. The school committee is composed of three or more members of the county council (together with representatives of towns and villages which form a part of the county for school purposes) and exercises the authority of the old school board. The municipal committee, also composed of three or more members of the council, exercises the authority of a municipal council.

³¹Ibid., p. 74.

Members meet as separate committees but as the county council, they bear full responsibility for the mill rate and exercise complete authority over expenditures.

It should be obvious therefore that failure to achieve a co-ordinated program pertaining to schools, roads, or other local affairs is impossible under the Alberta county system. Overall interests are placed ahead of special interests. Members of the council share the total responsibility, answering to the people of the county for the standard of all local services and for the methods by which they are financed. They should not consider themselves either roadbuilders or educationists, but as administrators charged with formulating policies which will carry out the wishes of their ratepayers.³²

Gradually there has been general acceptance of this omnibus form of local government for, at the time of writing, there exists in Alberta twenty-eight counties despite the rather vigorous objections on the part of many individuals and groups in past years.

IV. SIGNIFICANCE OF THE CHANGES IN THE STRUCTURE OF GOVERNMENT FOR THE ALBERTA EDUCATIONAL SYSTEM

The Alberta educational system, largely because of changes in the structure of government, has had its total load readjusted in recent years. This readjustment has been brought about by a trend that has been both toward decentralization and, at the same time, toward centralization. It is readily recognizable that local units of administration have been granted a steadily greater degree of latitude in the decision-making realm and have been required to assume more responsibility for determining the ultimate state of local affairs. The role of the traditional central authority, the

³² Alberta Department of Education, After Ten Years, op. cit., pp. 10 - 11.

Provincial Government, has tended to become more and more advisory in nature. Local units of administration have had to assume, both by choice and demand, an ever increasing degree of responsibility for what the educational system really is.

While this evolutionary trend toward decentralization has been taking place, there has been, at the same time, a counter trend in the opposite direction. The local units of administration have tended to become larger, both in physical size and in terms of the number of people served. Some of the larger local units of administration are today serving nearly as many people as lived in all of Alberta six years after it was established as a Province. Today fewer persons are making decisions which have direct and serious ramifications for ever increasing numbers of people. In this sense the move has been toward greater centralization.

It is because of these opposing trends that the trustees and educational administrators of local systems find that their final selection of what is to be done and how it is to be done carries an ever increasing impact in terms of people and dollars involved. With a new unity growing between municipal and educational administration, the evasion of final responsibility for the net accomplishments is becoming increasingly difficult. Local administrators and policy-makers have discovered that increased freedom of choice and action carries with it the burden of increased accountability.

Whether the net result of these trends will be for more or less real and effective autonomy in local government is one of

pure speculation. However, it is without doubt that those individuals responsible for deciding among alternatives and administering the affairs of local units of government, both educational and non-educational, have need for a degree of astuteness, dedication and competence far exceeding the requirements of the past.

CHAPTER VII

COMPONENTS OF THE ALBERTA EDUCATIONAL SYSTEM

The major components of the Alberta educational system may be classified as being either governmental or non-governmental. The governmental components are those created and maintained by the efforts of those representing the government of the Province of Alberta. The second grouping, the non-governmental, consists of those organizations and agencies created and maintained by the efforts of those who, in the main, are outside the official sphere of the Provincial Government.

I. GOVERNMENTAL

The Department of Education

The Department of Education is an executive branch of the Provincial Government which has been assigned the functions and responsibilities set out in The Department of Education Act. Section 3 of this Act establishes the relationship of the Department with the Executive Council wherein it states that

There shall be a department of public service of the Province which shall be called the Department of Education, and over which there shall preside the member of the Executive Council appointed by the Lieutenant Governor in Council under the Seal of the Province to discharge for the time being the functions of the Minister of Education.¹

In addition, Section 5 outlines the jurisdictional area of the Department by assigning to it the

¹The Department of Education Act, Revised Statutes of Alberta, The Legislative Library, Edmonton, 1955, Chapter 95, Section 3.

...control and management of all kindergarten schools, public and separate schools, technical schools and teachers' institutes, and education of deaf, deaf mute and blind persons.²

The Department is headed by the Minister of Education who is an elected member of the political party forming the government of the moment. The occupant of this office is primarily a politician and not a professional educator though there have been cases when the minister was, in fact, both.

Immediately responsible to the Minister of Education is the Deputy Minister who is the highest ranking civil servant in the Department. The Deputy Minister is responsible for the effective functioning of the Department and because his office tends to be immune from disruption because of governmental or ministerial change, he is responsible for giving continuity to the educational program over the years.

Directly responsible to the Deputy Minister are five offices each of which has a special area of concern. The office most directly concerned with instructional activities is that of the Chief Superintendent who is head of the Division of Instruction. He is held responsible for the performance of the Director of Curriculum, the Director of Special Educational Services, Supervisory Officers, and the Registrar of the Department. The office responsible for the administrative activity of the multiple educational jurisdictions throughout the Province is that of the Director of School Administration. Generally speaking, those problems dealing with school

²Ibid., Section 5.

finance, buildings and sites, school law, and the provision for co-ordination between those planning agencies whose activities might be of concern to educators in the field are his particular concern. Departmental internal administration and accounting is the business of the Administrative Accountant. The provincial-wide distribution of books used in the schools is the responsibility of the Manager of the School Book Branch. The supervision and direction of those matters related to vocational education is the specific concern of the Director of Vocational Education. The accompanying organizational chart outlines the relationships between the various offices and divisions within the Department of Education.

The Administrative Units

The establishment of the various jurisdictions which provide for the local self-government of educational matters are, with one exception, governed by The School Act. The one exception is the county which owes its existence to The County Act.

School districts. School districts are referred to by a variety of adjectives. Current literature which deals with the Alberta educational system may refer to school districts as being public, separate, rural, village, town, city, non-divisional, divisional, consolidated, and where reference is made to the past, the rural high school district. This last term was previously defined as a school district created by a group of adjacent districts wishing to consolidate their resources for the establishment of a single high school that would serve all participating districts.

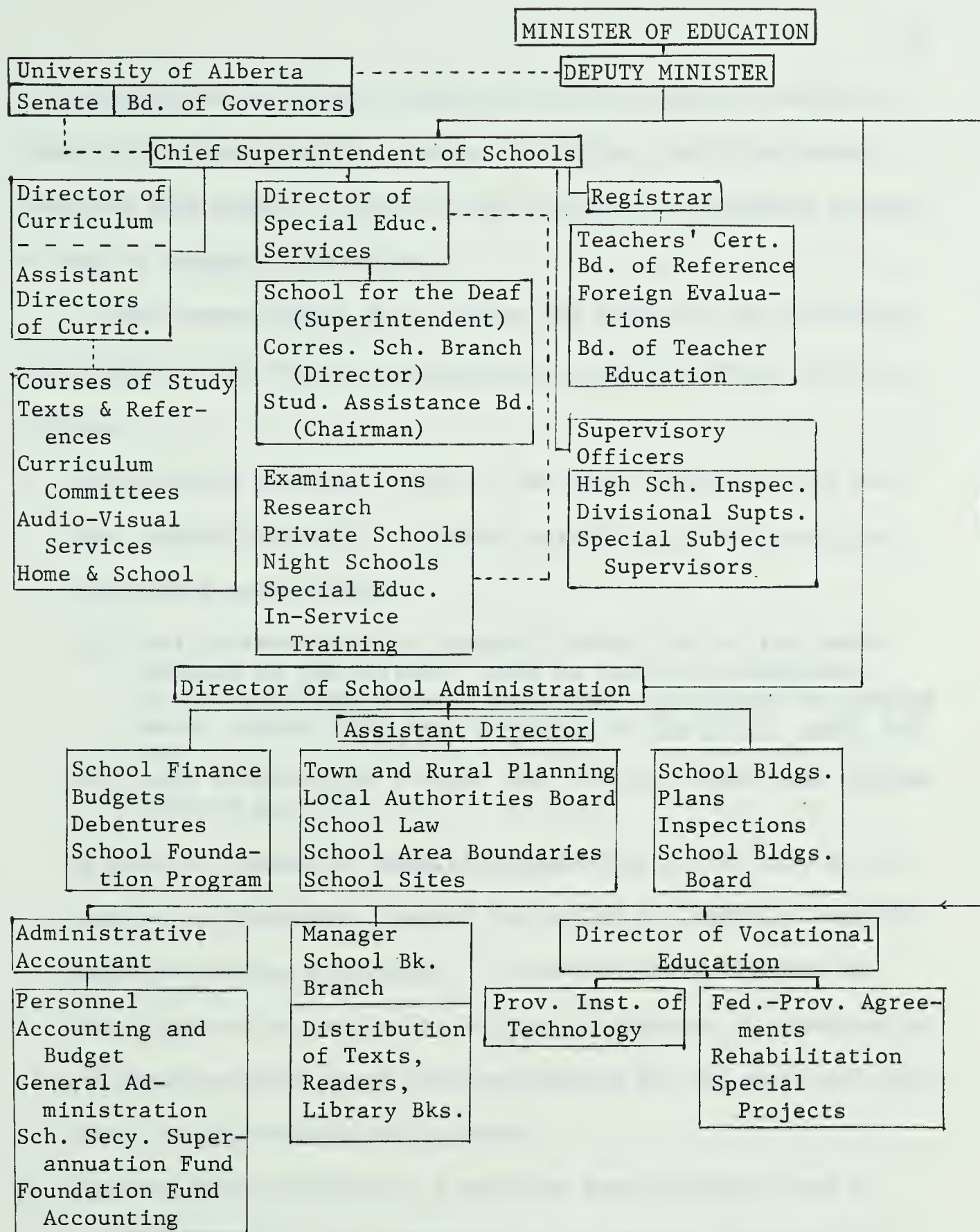


Figure 1. Organization Chart--Department of Education.

(From Fifty-eighth Annual Report of the Department of Education ((Edmonton: The Queen's Printer, 1964)), p. 11.)

The establishment of such a district did not in any way alter the status of the participating boards. Since the rural high school districts have ceased to exist in the Province no reference is made to them in current legislation.

The present School Act provides the basis for the following definitions of the various administrative units currently found in Alberta.

1. Public school district. This is the basic definition for the term "school district". A school district, at the time it is established must contain:
 - (i) four persons actually resident therein who on the establishment of the district would be liable to assessment or who hold lands under a homestead, cultivation or grazing lease, issued under the provisions of The Public Lands Act, and
 - (ii) eight children not younger than five nor older than sixteen years of age...³

It must not, except by special dispensation on the part of the Minister of Education, "exceed four miles in length or breadth, exclusive of road allowance."⁴ A public school district is that first petitioned for by any three residents of a section of the Province which meets the requirements set out above and which meets the approval of the Minister.

2. Separate school district. A separate school district may be established within the boundaries of an existing district by a Protestant or Roman Catholic minority as the case may be. If a

³The School Act, Revised Statutes of Alberta, 1961, The Legislative Library, Edmonton, Chapter 297, Section 5b.

⁴Ibid., Section 5a.

majority of the minority religious group voting for the establishment of a separate district (this applies only to Protestant and Roman Catholic denominations) indicate a desire to establish such a district, the Minister shall establish a separate school district. All persons of that faith in which the name of the separate school district is established will be considered to be residents of the separate school district so long as they reside in the said district.

3. Rural school district. The School Act defines a rural school district as one "no part of which is within the limits of a city or town or of a village other than a summer village."⁵
4. Village school district. This is a district "situated wholly or in part within the limits of a village, other than a summer village, but does not include a consolidated district."⁶
5. Town school district. A town school district is one which is "situated wholly or in part within the limits of a town, other than a consolidated district."⁷
6. City school district. A city district is defined as "a school district situated wholly or in part within the limits of a city."⁸
7. Non-divisional district. "A district not included in a division or a county"⁹ is so defined.

⁵Ibid., Section 2u.

⁶Ibid., Section 2gg.

⁷Ibid., Section 2dd.

⁸Ibid., Section 2b.

⁹Ibid., Section 2p.

8. Divisional district. Any district "included in a division or county"¹⁰ is a divisional district.
9. Consolidated district. A district formed from two or more non-divisional districts, provided the area of the newly created district is "not less than thirty nor more than eighty square miles in area,"¹¹ is a consolidated district. Such a district is established by order of the Minister following his receipt of an application for such a union from the boards concerned and his subsequent inquiry and approval.

School divisions. These large units of administration are created only by the order of the Minister. The division may be created from "any number of rural public school districts not being districts included in a consolidated district."¹² The division must contain not less than three and not more than five subdivisions. As a division can be created only from rural public school districts, the inclusion of other types of districts must take place after the initial establishment. Such an inclusion must be the result of an agreement between the board of trustees of the city, town, village, consolidated or separate school district requesting inclusion and the accepting divisional board. The agreement is subject to ministerial approval and an indication of acceptance on the part of the electors of the school district involved. A divisional district

¹⁰Ibid., Section 2f.

¹¹Ibid., Section 22 - 1.

¹²Ibid., Section 23 - 1.

may be excluded from the division upon the obtaining of a majority vote favoring such a move if the board of the district concerned indicates "dissatisfaction...with facilities for religious instruction,"¹³ and has taken the necessary procedural steps.

Counties. In the county form of local government, matters educational are assigned to a school committee which must be established at the "first meeting in each year"¹⁴ by the county council. This committee "may exercise or perform its powers and duties in like manner and with the same effect as if the powers were exercised or the duties were performed by the county council."¹⁵ However, it must be noted that the school committee has certain limitations placed upon its powers in that it is unable to borrow money or to pass a by-law and is subject to those controls that might be imposed either by the county council or the Lieutenant Governor in Council. It is, in fact, the county council and not the school committee that has been given "all the rights, powers, privileges, duties and functions conferred on...a board of trustees of a school division by The School Act in respect of school matters."¹⁶

Zones. In the Alberta educational system the zone is "a group of school jurisdictions including divisions, counties and

¹³Ibid., Section 42 - 2.

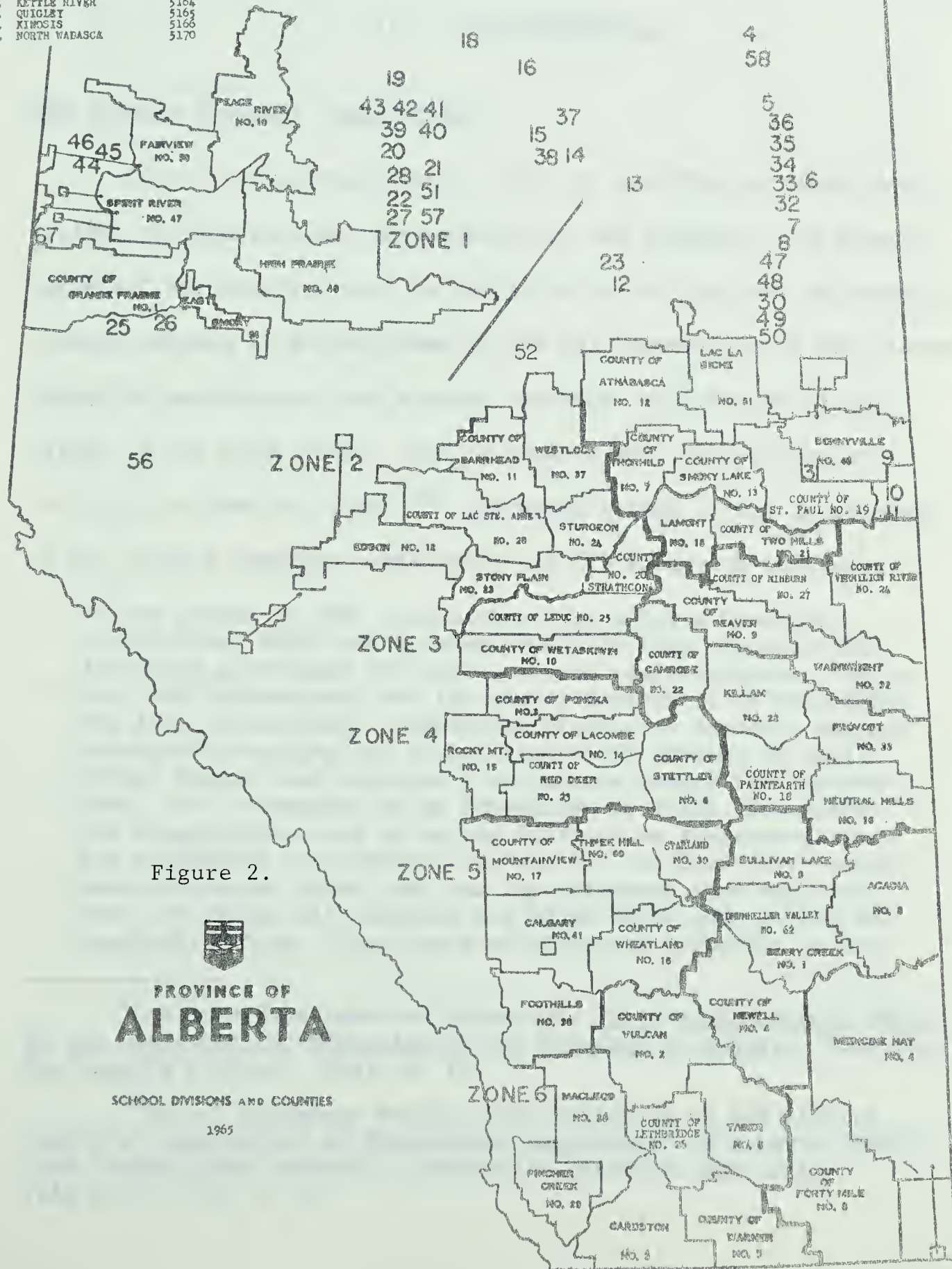
¹⁴The County Act, Revised Statutes of Alberta; The Legislative Library, Edmonton, 1955, Chapter 64, Section 16 - 1.

¹⁵Ibid., Section 20 - 2.

¹⁶Ibid., Section 13.

| NAME OF DISTRICT | NUMBER |
|----------------------|--------|
| 1. FORT FITZGERALD | 4561 |
| 2. SWERTGRASS | 5110 |
| 3. FORT CHIPPEWYAN | 4924 |
| 4. FORT McMURRAY | 2833 |
| 5. ANZAC | 4979 |
| 6. JANVIER | 5114 |
| 7. CONKLIN | 4835 |
| 8. DEVENISH | 5181 |
| 9. ELIZABETH | 4886 |
| 10. FISHING LAKE | 4850 |
| 11. ACOMB | 4525 |
| 12. CALLING LAKE | 4124 |
| 13. PELICAN MOUNTAIN | 5088 |
| 14. DESMARAIS | 5112 |
| 15. WABASCA | 5113 |
| 16. TROUT LAKE | 5111 |
| 17. CHIPPEWYAN LAKES | 5128 |
| 18. LOON LAKE | 5099 |
| 19. LITTLE BUFFALO | 5094 |
| 20. UTIKUMA | 4904 |
| 21. ATIKAMEG | 5115 |
| 22. GROUARD | 3722 |
| 23. SUCCOR CREEK | 5161 |
| 24. SOLAR ECLIPSE | 5196 |
| 25. ELK | 5130 |
| 26. SOUTH WAPITI | 4623 |
| 27. SILVER POINT | 4701 |
| 28. SALT PRAIRIE | 4058 |
| 29. FORT MACKAY | 5145 |
| 30. PHILOMENA | 4904 |
| 31. MURIEL LAKE | 5144 |
| 32. CHRISTINA RIVER | 5176 |
| 33. CHARD | 5175 |
| 34. KETTLE RIVER | 5164 |
| 35. QUIGLEY | 5165 |
| 36. KIMOSIS | 5166 |
| 37. NORTH WABASCA | 5170 |

| | |
|---------------------|------|
| 38. WILLOW RIVER | 5171 |
| 39. PRAIRIE LAKE | 5163 |
| 40. NUFOTA | 5172 |
| 41. PARKMAN | 5173 |
| 42. MARTIN RIVER | 5162 |
| 43. CADOTTE LAKE | 5178 |
| 44. CROOK VALLEY | 5169 |
| 45. MENNO | 5167 |
| 46. SIMONS | 5168 |
| 47. WIAU LAKE | 5182 |
| 48. BENAH LAKE | 5183 |
| 49. MOOSE PASTURE | 5184 |
| 50. IMPERIAL MILLS | 4956 |
| 51. GIFT LAKE | 5180 |
| 52. CHISHOLM | 4632 |
| 53. QUATRE POUCHES | 5200 |
| 54. EMBARRAS | 5199 |
| 55. OLD FORT POINT | 5202 |
| 56. MUSKEG RIVER | 5092 |
| 57. SHAW POINT | 5193 |
| 58. AIRPORT | 5194 |
| 59. KEMP CREEK | 5079 |
| 60. NAYLOR HILLS | 5021 |
| 61. CARCAJOU | 4669 |
| 62. BLACKBIRD CREEK | 5102 |
| 63. KEC RIVER | 4784 |
| 64. PADDLE PRAIRIE | 4893 |
| 65. MEANDER RIVER | 4999 |
| 66. STEEN RIVER | 5125 |
| 67. ANTONBERG | 4586 |



PROVINCE OF
ALBERTA

SCHOOL DIVISIONS AND COUNTIES

1965

urban school districts which make up a high school inspectorate."¹⁷

It is an administrative entity set by the Department of Education and is not a legal jurisdiction.

II. NON-GOVERNMENTAL

The Alberta Teachers' Association

Of all the collectivities active in the Alberta educational system, the professional organization of the teachers, the Alberta Teachers' Association, must be ranked as one of the most influential. Created because of action taken by the 1917 convention of the Alberta Education Association, the Alberta Teachers' Alliance, as it was called in its early years, "was registered and incorporated at 2:45 p.m. on June 24, 1918."¹⁸ Kratzmann writes of the development of the Alberta Teachers' Association in the following fashion:

It was formed in 1918 from without the Alberta Education Association, which was a loosely-knit diffuse organization including government officials, school administrators, teachers, and professional and lay people interested in education. The ATA...represented a rebellion of Alberta teachers against substandard working and living conditions imposed by local school boards, and embodied a collective demand for improvement. As it emerged, in an atmosphere of sharp controversy, the organization took on rather distinctive characteristics for a Canadian association. It was for teachers only--senior administrators, labor, and the lay citizenry were excluded from its ranks; all teachers had equal membership rights and responsibilities. There were no divisions according to sex,

¹⁷ Alberta Department of Education, Fifty-eighth Annual Report of the Department of Education of the Province of Alberta (Edmonton: The Queen's Printer, 1964), p. 11.

¹⁸ Warren Stevenson Bailey, "The Influence of the Alberta Teachers' Association on Educational Legislation in Alberta, 1918 - 1948," Unpublished Doctoral Dissertation, Stanford University, Palo Alto, 1956, p. 14.

teaching levels, subject specialties, and the like. And it established a comprehensive and revolutionary platform of welfare objectives and a militant air promising their early attainment. The major influences upon the ATA, apart from the catalytic conditions in Alberta, came from abroad. The AFT in the U.S. was creating appealing headlines at the time, and the accomplishments of the British National Union of Teachers were being propagandized by immigrant British teachers. John Barnett, an Englishman, was named as first secretary of the ATA and he left an indelible imprint upon the organization after thirty years of forthright and dedicated service.

The emergence of the ATA with its demands for adequate contracts, salaries, pensions, administrative units, and working conditions, and with its challenges to the authority of officials of the Alberta Department of Education and school boards, evoked anticipated opposition--violent opposition--from the Minister of Education and the School Trustees' Association in Alberta. It was a case of a precocious youth upsetting the homeostasis of the traditional educational decision-making family. And precocious it was--for its constitution, its legislative and policy formation patterns, its membership expectations, its general educational goals, and its welfare objectives were so well developed as to stand the test of time for decades, with only minor amendments. Despite the violent opposition from the time-honored power structure for education, the ATA fought, without compromise, for the realization of its platform. Twenty years later...most of the welfare objectives had been achieved, or at least the structures had been established for their eventual attainment.¹⁹

Kratzmann speaks of the period from 1935 to 1941 as the "golden period" of the Alberta Teachers' Association when assessed in terms of gains made in economic and social status. He lists attainment of the following as being noteworthy for this period in the Alberta Teachers' Association history:

- (1) Continuous contracts, with severance only upon the mutual agreement of both parties, and the right of the teachers to appeal against dismissal to a neutral board of reference.
- (2) Abolition of the individual form of contract, and teacher acceptance by letter assuring the positioning of the teacher on a group salary schedule.

¹⁹ Arthur Kratzmann, "A Vision Vindicated", Phi Delta Kappan, XLV (March, 1964), p. 289.

- (3) The right to bargain collectively with school boards for salaries and for living and working conditions, as well as the right, in extreme conditions, to strike.
- (4) The legal definition of a salary schedule, making provisions for a minimum salary and annual increments for teaching experience.
- (5) Increases in the statutory minimum teacher's salary for Alberta.
- (6) A joint teacher-school board contributory retirement plan.²⁰

However, he also stresses the importance of The Teaching Profession Act of 1935 which made provision for the compulsory membership of all teachers with the subsequent unity of action and acquisition of increased resources. In addition, Kratzmann notes a shift in emphasis during the recent past in that the Alberta Teachers' Association has sought to replace the achieved goals, to stress professional rather than union activities, and to assume larger responsibility for professional upgrading.

There is little doubt that the Alberta Teachers' Association, during its nearly half-century of being, has strongly influenced and been strongly influenced by the many components of the educational system of Alberta.

The Alberta Federation of Home and School Associations, Incorporated.

The Alberta Federation, as it is often referred to, was established on a provincial-wide basis in 1929, a full sixteen years after the first known Home and School activity in the Province.

McKendry²¹ credits the introduction of the movement to the Alberta

²⁰Ibid., p. 290.

²¹Thomas McKendry, "A Survey and Analysis of the Activities of Edmonton's Home and School Associations," Unpublished Master's thesis, The University of Alberta, Edmonton, 1964.

setting to a Calgary primary teacher by the name of Miss Willetts. This young lady brought from Ontario the idea of a parent-teacher association and in 1913 she formed a temporary organization known as a Mothers' Club. One year later the organization was established on a permanent basis and by the year 1922 a council was formed to unite the then existing seventeen Associations. In 1929 the Alberta Federation was organized under the leadership of Dr. George Kirby of Calgary who had two years earlier served as the first president of the Canadian Federation of Home and School Associations. By the sixty-second year of the present century the number of local associations had grown to 557 and the total membership to about twenty thousand. It should be noted that during the recent period there has been a slight decline in the total membership figures for the Province.

The present constitution of the Alberta Federation, adopted in 1960, defines the nature of the organization as being "non-partisan, non-commercial, non-sectarian, non-racial" and that "the name of the Alberta Federation, its units or any of the Officers in their official capacity shall not be used in any connection with a partisan interest or with any commercial enterprise."²² The stated object is "to obtain the best for every child according to his mental, physical, social and spiritual needs."²³

²² Alberta Federation of Home and School Associations, Inc., Constitution and By-Laws, 1960 (Calgary: The Alberta Federation of Home and School Associations, Inc., 1960) (Mimeographed), p. 1.

²³ Ibid.

The 1960 Constitution provided for an executive committee of sixteen members and a board of directors totalling some fifty-six in all. In an effort to increase the efficiency of the organization a trial structure was tested for the 1964-65 year which reduced the board of directors to about half its previous size.

The major business of the Alberta Federation is conducted by the annual meeting which is generally held in the spring of each year. It is here that the resolutions are passed that give rise to the numerous policy statements which serve to guide the functioning of the body in the many matters of expressed concern. In 1964 there were on record²⁴ some 145 statements of policy dealing with curriculum, teachers, finances, supporting services, community influences, health and welfare, and administration.

Regarding the recent accomplishments of the Alberta Federation, McKendry makes the following statement:

Areas in which Home and School officers believe the efforts of the Federation have been particularly effective include accident insurance, the setting up of the Royal Commission on Education, improved education for Indian children, obtaining legislation on objectionable publications, withdrawal of the six-week teacher training program, appointment of a Provincial Library Supervisor, development of a textbook rental plan, school health and dental inspection, safety measures for school zones and school bus regulations, increase of English instruction in high schools, introduction of French at an earlier age, and the return of trigonometry to the high school curriculum.²⁵

²⁴ Alberta Federation of Home and School Associations, Inc., Policy Statement, 1964 (Calgary: The Alberta Federation of Home and School Associations, Inc., 1964) (Mimeographed).

²⁵ McKendry, op. cit., pp. 11 - 12.

In a statement presented to the Alberta Federation of Home and School Associations' 1963 Banff Workshop, Kratzmann appears to have summed up the position of the provincial body in speaking of the local associations in the following manner:

Enter the local home and school association--a cooperative voluntary organization; a non-partisan, non-sectarian, non-commercial organization; and an extra-legal organization. The last-mentioned adjective is significant and poses a great challenge. For any such extra-legal organization goes forward only in terms of its enlightened, enthusiastic, and dedicated leadership and membership, and the people within it are bound together by a dedication to a cause and by the success of their efforts in promoting this cause.²⁶

In conclusion, he stated that the

...home and school associations would appear to have a significant and unique role to play. The role is a difficult and demanding one--one based on dedication, based also on a moral conscience, and restricted by the particular legal structures for education which have existed traditionally.²⁷

III. SIGNIFICANCE OF ITS COMPONENTS FOR THE ALBERTA EDUCATIONAL SYSTEM

Examination of the Alberta educational system reveals the existence of a highly complex multisystem with subsystems both governmental and non-governmental. The governmental subsystems are those which have been established by and exist at the pleasure of the Provincial Government. One of these subsystems is the Department of Education which has been created to act as an executive arm

²⁶ Taken from a statement presented to the Alberta Federation of Home and School Associations' Banff Workshop, November, 1963, by Dr. Arthur Kratzmann, Executive Director, Alberta School Trustees' Association.

²⁷ Ibid.

of the Government. The remainder, school districts, divisions, counties, et cetera, are extensions of the Provincial Legislature. These subsystems, when acting in isolation, are restricted to activities and behavior patterns established by legal enactments of the Provincial Government. With the exception of the Department of Education, the governmental subsystems are united in a provincial organization known as the Alberta School Trustees' Association. The significance of this particular collectivity for the educational system is assessed by this study. The one governmental subsystem outside the Association, that is, the Department of Education, has controlled, with the approval of the Legislative Assembly, the nature and direction of the total system to the greatest degree of any single element within the system.

The two non-governmental components examined were the Alberta Federation of Home and School Associations and the Alberta Teachers' Association. The Alberta Federation of Home and School Associations, has been unable, as yet, to achieve any significant impact on the functioning of the educational system when considered on the basis of the Province as a whole. Its greatest influence is at the level of individual school operations. If this organization, which is primarily constituted of parents of school-age children, were able to establish for itself a clearly defined role in the provincial system, and if it were able to achieve a wide-spread and enthusiastic following, there is little doubt that it would be able to influence substantially the direction of education in Alberta. However, the

recent decline in membership and the lack of evidence of the formulation of a widely-supported and clearly defined role suggests that the future of the Federation appears to be brightest at the individual school level.

As for the Alberta Teachers' Association, it has clearly established itself as a subsystem possessing the necessary independence and resource capabilities to challenge seriously the traditional hierarchical ordering within the total system. It has proven itself capable of countering the power and influence of the central authority, especially where the power and influence is directed toward the behavior of its own members, the teachers of Alberta. Having achieved most of its initial long-range goals, the evidence would suggest that it is currently attempting to find new goals for the future. It is conceivable that in its efforts to achieve future arrival points the Alberta Teachers' Association will further challenge the hierarchical order and traditional state of the educational system. The sought for arrival points of the future will have great significance for the stability and future state of affairs in the Alberta educational system.

PART III

THE ALBERTA SCHOOL TRUSTEES' ASSOCIATION

PREFACE TO PART III

Examination of the environment of the Alberta School Trustees' Association has shown that the Alberta educational system is a complex of formal organizations operating in a macrocosm which has undergone substantial change since the Province was created in 1905. While the transitions that have taken place in the Province during the past sixty years have undoubtedly determined the nature of the educational system as it exists at present, the degree of influence of these changes on the nature of the Alberta School Trustees' Association and its patterns of activities has yet to be ascertained. Though the primary purpose of Part III is to reveal the unique and identifying features, basic resources, and activity processes of the Association, it is intended that the impact of demographic variations, economic fluctuations, political change, governmental alterations, and the existence of other environmental agencies on the organization will be uncovered to some degree.

The first chapter of this part, Chapter VIII, to some extent deviates from Bakke's model in that the emphasis is on selected events in a particular period of time which were significant in the establishment of an organization and not on the theoretical components of the Association as such. The next two chapters, Chapters IX and X, are concerned with the development and nature of the Organizational Charter. Chapters XI and XII deal with the two remaining major features of the organization under study, namely, the

basic resources and the activity processes. The concluding chapter, Chapter XIII, is a summation of the findings of this study of the Alberta School Trustees' Association.

CHAPTER VIII

THE EMBRYONIC YEARS - 1907 TO 1921

Three sources of information provided some indication of the nature of the development of the organization in its early years. Newspaper reports and formal accounts of the provincial conventions provided the most extensive coverage of the embryonic years while the third source, personal interviews, provided vital background material. The personal recollections of Mrs. A. H. Rogers, secretary-treasurer of the Alberta School Trustees' Association from 1920 to 1943, and of Dr. G. Fred McNally, a noted Alberta educator, were most valuable in filling out some of the voids and in assisting the writer to understand the reasons behind the major happenings of the past.

I. THE BIRTH

He said he was delighted to receive the suggestion of Mr. Fleetwood a few months ago to call a convention of the trustees for he felt the convention could give valuable aid to the government.¹

These few words attributed to the Honorable A. C. Rutherford in 1907, then Premier of the Province and the Minister of Education, was the single shred of evidence as to who might properly be called the founder of the Alberta School Trustees' Association. This title, it might be assumed from the above newspaper account, could conceivably belong to Mr. J. H. Fleetwood, a pioneer Lethbridge school

¹Edmonton Bulletin, January 24, 1907, p. 1.

trustee and district secretary-treasurer. Mr. Fleetwood served as the president of the provisional committee responsible for setting up the first provincial gathering of school trustees. This assumption has support in the following reference to Mr. Fleetwood's passing in a 1937 issue of The Alberta School Trustee. "...Mr. John Fleetwood, the 'father' of the Association in its earliest days, passed on shortly after the last convention."²

It is apparent from the early records that both Mr. Fleetwood and Premier Rutherford saw a need for bringing together the trustees of the Province. When, in January, 1907, the Department of Education sent out a circular letter to the secretaries of the various rural and urban school boards in the entire province asking that delegates be named at once to attend a coming convention of the trustees to be held on January 24th and 25th³.

it reported the purpose of the intended gathering to be threefold. First, it was to provide an opportunity for a full discussion of "all matters relating to the duties of trustees"; second, it was "to assist trustees with limited experience in school administration"; and finally, it was to "promote the increased sense of the responsibility and dignity of the trustees' office." Mr. Fleetwood, in his address as chairman of the initial convention,⁴ noted the encouragement given by the Department and the needs that might be met by the assemblage.

²M. M. S. Rogers, "Report of the Secretary-Treasurer, A.S.T.A., February, 1937," The Alberta School Trustee, VII, I (March, 1937), p.13.

³Edmonton Bulletin, January 5, 1907, p. 3.

⁴The initial convention was held in the Unity Hall, Edmonton, on January 23rd and 24th, 1907.

Gentlemen,-It affords me pleasure to welcome the delegates present to the first meeting of School Trustees of this Province. I feel some pride in being associated in the movement for organization of the trustee body, as our deliberations should have an influence for good in educational work throughout the Province. We have all had difficulties to contend with in the work of school administration and an exchange of experiences is desirable. It is important that our meeting should be held at this time as there may be matters in the existing school law which require amending, and I have no doubt but that as the Department has given us the fullest encouragement to meet and deliberate, it will give due consideration to any recommendations we may find it wise to make.

The interest of the Province of Alberta in educational work is good, and good work is being done, but the need for change must arise from time to time as our system expands and work increases. We have an excellent programme of interesting and important topics to be presented by speakers well qualified to deal with school matters. We hope to profit from these as well as from the discussions based on them and also from the discussion on any other matters that may be brought forward by delegates. We invite the fullest discussion and co-operation among those present, in order that our meeting may be attended with profit and success.⁵

In view of the fact that two delegates were allowed for each city or town board and one for each rural or village district, that reduced rail fares were provided, and that the total number of districts in existence numbered some nine hundred, it could not be claimed that the attendance of some sixty delegates was an enthusiastic response to this initial effort. However, in spite of the low attendance, the convention did establish a permanent organization. It also received and discussed papers on school architecture, compulsory attendance, provincial grants for special instructors in graded schools, and teachers' salaries. Some twenty-four resolutions

⁵J. H. Fleetwood, "Chairman's Address," Report of the Proceedings of the First Provincial School Boards' Convention for Alberta, Edmonton, January, 1907, p. 1.

were adopted during the course of the two days of meeting. The resolutions passed dealt with many topics ranging from school sites to conveyance of children and from teachers' salaries to Galician schools and the teaching of English. There can be little doubt that these resolutions reflected the nature of the problems confronting the school boards and, further, that they provided the government of the day with some indication of the felt needs of these local bodies.

During the course of the convention, a committee consisting of W. Gariepy, J. H. Fleetwood and W. J. Brotherton presented "a plan of organization for the trustee body"⁶ to the delegates for consideration and adoption. This plan, outlined below, was the founding constitution of what is today the Alberta School Trustees' Association.

NAME

The Association of School Trustees for the Province of Alberta.

OBJECTS

- (1) To provide a medium of communicating to the Minister of Education the views of the people of the Province on educational questions and of pressing the same on his attention.
- (2) To consider all matters having a practical bearing on education and on the school systems.

MEMBERS

All subscribing school boards.

OFFICERS

Honorary President, President, 1st, 2nd and 3rd Vice-Presidents, and Secretary Treasurer. These with a committee of five to constitute the executive.

ANNUAL DUES

That the Board of School Trustees of each rural district be requested to subscribe the sum of one dollar, town districts two dollars, and city districts five dollars per annum.

⁶Ibid., pp. 11 - 12.

REPRESENTATION

That the representation for each school district at the annual meeting shall be: For each city or town board of trustees, two delegates; and for each rural district, one delegate; each delegate to be a trustee or secretary-treasurer - without the privilege of proxy. City superintendents and Provincial Inspectors shall be members of the Association.

The first executive, which replaced the provisional committee consisted of the following members:⁷

| | |
|----------------------|--|
| Hon.-President: | Hon. A. C. Rutherford, Minister of Education |
| President: | J. F. Fowler, Wetaskiwin |
| 1st Vice-President: | H. C. Taylor, Edmonton |
| 2nd Vice-President: | J. H. Fleetwood, Lethbridge |
| 3rd Vice-President: | G. W. Smith, Red Deer |
| Secretary-Treasurer: | A. M. Scott, Calgary |
| Executive Committee: | J. M. Moran, J. McCaig, J. A. Jackson, E. H. Crandall, E. M. Sharp. |

The convention concluded its business by agreeing to hold its second meeting in Calgary in 1908. Though a detailed record of ensuing conventions is not available, it might be speculated fairly safely that the organization met each year from 1907 and including 1913 with the sites alternating between northern and southern centers of population.

Two realizations took shape as the examination of the prior-1914 conventions progressed. The first was that it was very evident that the major concern of the organization was to provide an opportunity for trustees of the Province to learn about their role while, at the same time, obtaining from the same persons a sampling of opinion as to what were the local needs in matters educational. Reports of the talks delivered to the conventions were published in

⁷Ibid., p. 12.

great detail and attempts were made to achieve widespread circulation. The 1912 convention passed the following resolution which appeared to express both the primary purpose and primary concern of the gatherings.

Whereas the effectiveness and general usefulness of many of the schools of the Province are lessened because of the inexperience of the Trustees and the lack of information pertaining to the office of Trustee; and whereas the Convention of School Trustees by its papers, addresses and discussions and by its special influence provides the information and opportunity for consultation most needed: Therefore, Resolved, that this Convention take special steps to bring these advantages to the notice of every School Board in the Province, and, in any way which may commend itself to the Convention, strive to secure a much larger representation at the Annual Convention.⁸

It should be noted that to deal with the apparent primary concern of the convention it was proposed that the following steps be initiated: that a direct appeal be made for the support of the Inspectors of the Province, that grants be paid to defray a portion of the travelling expenses, and that grants be provided to assist in getting into the hands of every trustee a copy of the proceedings of the annual conventions.

The second realization was that the organization lacked widespread support and required resources. The financial statement⁹

⁸ Association of School Trustees for the Province of Alberta, Report of Proceedings of the Fifth¹⁰ Annual Convention of the School Trustees for Alberta, Calgary, 1912, p. 15.

⁹ Some inaccuracy exists in the totals of the statement.

¹⁰ The 1912 convention was recorded as the Fifth, but apparently it should have been the Sixth.

for the year ending January 27, 1913,¹¹ indicated the feeble position of the body some six years after the first provincial gathering.

Receipts-

| | |
|--------------------------------------|---------------|
| Balance from previous secretary..... | \$112.29 |
| Annual fees: | |
| Three city districts..... | 15.00 |
| One town district..... | 2.00 |
| Three rural districts..... | 3.00 |
| Government Grant..... | <u>150.00</u> |
| | 262.29[sic] |

Expenditures-

| | |
|---|-------------|
| Postage..... | 23.00 |
| Envelopes..... | 4.50 |
| Programmes..... | 30.00 |
| Cards..... | 3.75 |
| Printing Annual Reports..... | 85.25 |
| Delegates' expenses, H. A. Malcolm..... | 36.00 |
| Delegate to Executive Meeting, T. O. King | 21.00 |
| Telegram..... | .75 |
| Dominion Express Co. (Books from Calgary) | <u>1.00</u> |
| | 202.25[sic] |
| Balance on hand January 27th, 1913 | 77.04[sic] |

Audited and found correct,

N. E. Carruthers
J. A. Jackson

Edmonton, Alberta
January 30th, 1913

To help strengthen its position, the organization, in its 1913 convention, requested

That the Department of Education be asked to increase the grant to the Association of School Trustees by a flat grant of \$300.00 and the bearing of the expense of printing and distributing a full report of each annual convention.¹²

¹¹ Association of School Trustees for the Province of Alberta, Report of Proceedings of the Fifth¹³ Annual Convention of the Association of School Trustees for Alberta, Edmonton, 1913, p. 10.

¹² Ibid., p. 12

¹³ Fifth apparently should have read Seventh.

No evidence was found to show that the organization was a functioning body in the 1914 to 1918 period so one must assume that it succumbed to the apathy of the individual trustees and to the demands of World War I.

II. THE REVIVIFICATION

The earliest evidence of a revival of organized trustee activity in Alberta was found in a 1919 issue of the Edmonton Bulletin.¹⁴ This account of a meeting of town and city trustees noted the passage of a resolution which expressed the appreciation of the gathering to the Minister of Education, the Honorable G. P. Smith, for his calling together the delegates assembled. One would suspect from the nature of the report that the prime purpose of the Minister in initiating the meeting was to provide himself with an audience to hear his announcement of the Government's intention to pay substantially larger grants in support of post-elementary and technical education.

It proved to be almost impossible to obtain an accurate account of what transpired during the period following this endeavor on the part of the Minister, and the 1921 convention which might be considered the point in time when the organization gave evidence of being firmly established as a component of Alberta's educational system. Voids appear in the total picture which neither newspaper pages nor the recollections of participants can fill. Organizational records and documents were equally inadequate for this period.

¹⁴Edmonton Bulletin, January 14, 1919.

Therefore, it was necessary that some speculation be brought into play in an attempt to determine some of the details of what actually happened.

There is little doubt that the Honorable George P. Smith was the one person most instrumental in bringing about the rebirth of the organization. There is little question, however, that had he not assumed the initiative, someone else would have put forth the required effort. With trustee organizations existing or being formed in a number of other provinces, it would be less than realistic to think that Alberta would have remained different for any appreciable length of time. In addition, the people of Alberta, at this particular time, were very receptive to the notion that co-operative undertakings could do much to solve communal problems. The rapid growth of the United Farmers of Alberta attests to this point.

Much less clear is the reason for the Minister's assumption of the role of prime mover. One might speculate that the Government of the day realized that it stood to benefit in at least two ways if once again the trustees of Alberta could be organized into a functioning body. First, the existence of such an organization would provide the Government with a fairly reliable testing ground for the general receptivity of intended legislation. Second, and this would appear to be the paramount benefit, an organized trustees' group would serve to function as a buffer, and possibly even as an ally, in the struggle which was taking place between the Minister of

Education and the newly organized Alberta Teachers' Alliance.¹⁵ In addition to the problems raised by this ostentatious conflict between the Minister and the organized teachers, the Liberal Party also faced a threat from the farmers of the Province who had banded together as the United Farmers of Alberta. This farmer group strongly supported the formation of organized occupational groups such as the Alliance and so it was hoped that an ally against the teachers might be an ally against the organized farmers. There was little doubt that the Minister, in a political sense, was in the position to appreciate any help he could secure in meeting the dual challenge to his personal and his party's future.

The 1919 Convention

What appears to have been the first province-wide post-war convention of organized trustees was held in the Central Collegiate

¹⁵H. C. Newland, President of the Alliance, in an address to the 1921 convention of the Alberta School Trustees' Association, reported that the Alliance had "within its membership practically 100% of the teachers in the cities and larger towns and about 66% of the teachers of the Province." He further stated that "considering the size of our membership, and the fact that it includes nearly all of the older and more experienced teachers of the Province, we may justly claim that our organization represents and speaks for the teaching profession in Alberta." This excerpt is from the Report of the Convention of the Alberta School Trustees, Calgary, 1921, p. 24.

The conflict between the leaders of the Alberta Teachers' Alliance and the Minister of Education reached such heights that on November 6, 1920, the Executive of the Alliance passed the following resolution:

"That the Executive send a letter of censure to the Minister of Education for abusing the General Secretary-Treasurer and for making disparaging remarks in a public place about members of the Executive of the Alberta Teachers' Alliance."

This information was found in The ATA Magazine, I, 6(December, 1920), p. 3.

Institute, Calgary, on November 11th and 12th, 1919. The Calgary Herald reported on this convention in the following manner:

At the opening of the session some 50 delegates registered, most of whom came from southern Alberta districts. H. A. Sinnot¹⁶ was in the chair and explained that the conference had been called with a view to either reorganizing the school trustees of the province or reviving the old association as the meeting thought best. Dr. A. M. Scott,¹⁷ in a brief address of welcome, gave an outline of the work of the association from its inception in 1907, stating that at least three quarters of the moves on the part of the department of education could be traced to the resolutions on the books of the trustees' association which is itself reason enough for the members to resume their former activities.¹⁸

It is not clear who or what motivated the calling of this conference of some fifty delegates who, as the newspaper report notes, were mostly from the southern half of the Province. Dr. Scott reported that some 2500 of Alberta's 2918 school districts had been sent notices, but there was no mention as to how this distribution was initiated or financed. The formal articles of the assemblage declared that the organization should exist to enable consideration of educational matters, to further school administration, to facilitate communications with the Minister of Education, and to assist co-operative undertakings with like associations in the Dominion. The Minister of Education, in a letter addressed to the convention, stated that he was in "hearty sympathy with the aims and objects of the association" and hoped that the

¹⁶Mr. H. A. Sinnot, Chairman of the Calgary School Board.

¹⁷Superintendent of the Calgary Public School Board.

¹⁸Calgary Herald, November 11, 1919, p. 25.

trustees would "be able to educate public opinion in this province which is after all, most needful."¹⁹

One major change was made in the constitution of the 1907 organization and this was indicative of a basic change in attitude. The 1907 document declared that city superintendents, provincial inspectors, and secretary-treasurers were members of the association. The 1919 convention made membership available only to "bona fide" trustees with the exception of the Minister of Education and his Deputy Minister who were accorded ex-officio status. This change removed from trustee ranks such men as Dr. A. M. Scott who was the first secretary-treasurer of the organization in its prewar era.

Among its other accomplishments, this two day convention formally adopted the 1907 constitution (with the above noted and possibly other minor changes), requested that membership fees be deducted from provincial grants by the Department of Education, directed that every board in the Province be sent a copy of the constitution and a report of the proceedings, supported government action regarding the education of foreign children and made an appeal that capital debentures be extended over longer periods of time. Such were the achievements of the 1919 convention.

The 1921 Convention

The convention of 1919 installed Mr. R. R. Davidson, Lethbridge, as president but at an executive meeting in May, 1920,

¹⁹ Calgary Albertan, November 12, 1919, p. 5.

he tendered his resignation and the vacancy thus created was filled by the first vice-president, Edward Hinkley of Ponoka. At the same meeting the second vice-president, George Carse of Calgary, assumed the office of the secretary-treasurer.

On November 11, 1920, the Executive met in Calgary to plan the coming convention. At this time a trustee from Fort Saskatchewan, Mrs. A. H. Rogers, was appointed secretary-treasurer, a post she held until February, 1943. At this planning session it was decided to press the Government for action which would strengthen the position of the association. The Government was to be asked for an annual grant of \$300.00 and for legislation which would give the Department of Education the power to deduct association fees from the grants paid to the school boards. The Executive also decided to approach the Minister of Education, G. P. Smith, and ask him to endorse the association and its activities officially. This latter move appeared to be somewhat superfluous for at least two reasons. First, the 1919 copy of the Annual Report of the Department of Education included the "Trustees Association"²⁰ in the organizational chart showing the distribution of functions within the Department. Secondly, personal recollections by persons who had participated in these early conventions²¹ strongly supported the newspaper reports that suggested the Minister to be more than a little responsible

²⁰Department of Education, Fourteenth Annual Report: 1919 (Edmonton: The King's Printer, 1920), p. 6.

²¹Mrs. A. H. Rogers and Dr. G. F. McNally.

for the reactivation of the association. However, as if to remove all possible doubt as to his position, the Minister responded to the request of the executive body in a positive manner, as is revealed by the following letters which were sent to the school trustees of Alberta.²²

Edmonton, January 15th, 1921.

Dear Sir:-

Many inquiries are being made as to whether or not school boards have the right to pay, out of funds of the district, the expenses of delegates to the Trustees' Convention. I may say that this procedure has never been questioned and that school boards have the right to use district funds for that purpose as being in the interests of the ratepayers.

I beg to remain,
Your obedient servant,
J. T. ROSS,
Deputy Minister.

Edmonton, January 15th, 1921.

Dear Sir:-

I wish to draw your attention to the Convention of School Trustees from all over the province, which is being held in the City of Calgary on the 2nd and 3rd days of February.

These are very difficult times for the carrying on of educational work and I want to impress on your board the fact that the Department of Education at the present time needs the advice and co-operation of the school boards of the province, in order that we may arrive at the best policies in connection with our schools. There are matters with regard to which I think school boards should be specially consulted at the present time. One of these is in connection with the teacher's contract form. As the school boards are one party to the contract, their views and wishes should be made known. Another matter I wish to discuss is the question of Government grants to school districts and there might also be much benefit from a change of

²²"Editorial", The ATA Magazine, I (February, 1921), p. 7.

ideas on questions such as consolidation, two-room schools, teachers' residences, and general matters of taxation for school purposes and forms of school government.

I do not believe that any school board can afford to be without representation at this convention and I urge upon you, as strongly as I am able, the desirability of your board sending at least one delegate to it.

I remain, Faithfully yours,
GEO. P. SMITH,
Minister of Education.

In addition, the Executive agreed to initiate two other actions. One was to move to make the office of secretary-treasurer a full-time endeavor carrying with it an annual stipend of not more than \$600.00. The other was to attempt to have created within the organization northern and southern zones of operation.

The eventual outcomes of the executive meeting, in addition to the securing of the official support of the Minister of Education, were: Mrs. Rogers was given an annual salary of \$200.00 along with her appointment as secretary-treasurer, the ensuing convention supported the resolution that membership fees be deducted from school district grants, and the concept of a northern and southern zone of operations gave way to one favoring local associations built around the Department of Education inspectorates.

It might be contended that the rebirth of the Alberta School Trustees' Association was an accomplished fact when more than 1200 delegates attempted to crowd into Knox Church, Calgary, on the morning of February 2, 1921. Though the number of new school districts had increased by about 230 since the holding of the 1919 convention, the number of delegates increased some twenty-five times. Apparently

the letters of encouragement from the Minister and the Department of Education achieved their purpose.

Six formal addresses were presented to the gathering. A. B. Hogg's talk on "The Needs of Education in Alberta Today and the Trustees' Responsibility," the discourse on "Labor's Views on Education" by Alex Ross, M.L.A., H. C. Newland's presentation of "The Aims and Objects of the Alberta Teachers' Alliance," H. A. Malcolm's speech on "Rural School Problems," and William Iverach's greetings from the Manitoba School Trustees' Association were eclipsed by the 17,000 word oration by the Honorable G. P. Smith on "The Future of Our Schools".²³ Though he dealt with a wide range of educational subjects, the Minister's unifying theme was that the existence of the Alberta Teachers' Alliance created many difficult problems in the administration of education in Alberta. The report of the proceedings revealed clearly the Minister's domination of the convention following the delivery of his "eloquent address"²⁴ during the evening session of the first day. Resolutions from the floor, notably those presented by a Mr. Sly of Strathmore, which endorsed official recognition of the teachers' organization and endeavored to establish a framework for co-operative action between the three educational organizations of the Province, namely, the Department of Education, the Alberta Teachers' Alliance, and the Alberta School

²³The Report of the Proceedings of the Alberta School Trustees' Association Convention, Calgary, February 2nd and 3rd, 1921, gave a very complete coverage of all these talks.

²⁴Ibid., p. 9.

Trustees' Association, were consistently and vigorously defeated. The Minister certainly had reason to believe that he had achieved a major triumph by the end of the convention.

Apart from the degree of influence that the Minister of Education had on the meeting, what other observations might be made by examining the accounts of the activities of the two days? An insight into the problems facing the trustees of the day was certain to be had. These educational concerns of the school boards were probably best revealed by the nature and disposition of the resolutions presented to the assemblage. They were as follows:²⁵

1. RESOLVED, that in view of the scarcity of teachers for the rural schools of the Province, that the policy of curtailing the use of permits to unqualified teachers be not too strictly adhered to by the Department of Education.-CARRIED

2. IT IS HEREBY RESOLVED, that the Trustees' Association now assembled do hereby approve of the form of Teachers' Contract now authorized by the Department of Education. (As this resolution had been previously covered, no vote was taken.)²⁶

3. RESOLVED, that in the opinion of this Association, the Educational Tax on land in unorganized territories be materially increased.-CARRIED.

4. WHEREAS, under the present regulations regarding the assessment in Consolidated School Districts, the trustees are obliged to assess and collect taxes on improvements on farm property;

AND WHEREAS, this taxation of improvements has the tendency to discourage the improving of farm property;

BE IT RESOLVED, that new regulations be enacted which will leave the matter of the taxing of improvements on farm lands

²⁵Ibid., pp. 11 - 13.

²⁶The convention was asked by the Minister of Education to express an opinion regarding the new form of teachers' contract. With the exception of one minor change, the form as presented by the Minister was approved. An attempt to provide for an agent to represent a teacher in cases of dismissal was defeated prior to formal presentation of this resolution.

to the option of the trustees of the Consolidated School Districts.-CARRIED

5. RESOLVED, that the action of the Teachers' Alliance in "blacklisting" certain School Districts be disapproved and that the Department of Education be asked to take whatever steps may be necessary to prevent such action being repeated.-CARRIED.

6. RESOLVED, that this Association hereby expresses appreciation of the efforts of the Department of Education to secure better handling of the school lands of the Province, and their efforts to secure Federal appropriations in aid of the schools in non-English-speaking communities.-CARRIED.

7. RESOLVED, that in the opinion of this Convention, Section 131 of the school [sic] Ordinance should be amended so as to enable the school boards that are educating non-resident children to collect approximately the actual cost of providing educational facilities for such children.-CARRIED.

8. RESOLVED, that the Trustees' Association do hereby express their appreciation of the efforts the Department of Education have made, and are making, to deal with the educational problems of the Province.-CARRIED.

9. WHEREAS the present grant allowed to Consolidated School Districts for the operation of conveyances was based upon a lower cost of operating than which prevails at the present time;

BE IT RESOLVED that the Department of Education be requested to increase the present grant, toward the expense of conveyance, to at least fifty per cent in excess of the amount allowed at present.-LOST.

10. WHEREAS the burden of taxation on municipalities, where secondary education is being carried on, is unduly heavy, and if relief is not forthcoming many High schools will have to close;

AND WHEREAS High schools are Provincial in their scope and importance, leading up to Normal school and University, and should be more generally financed by the Province at large;

THEREFORE BE IT RESOLVED that we, the representatives of the School Districts of Alberta, in Convention assembled, urge upon the government of the necessity of assuming seventy-five per cent. of the cost of maintenance of secondary education;

THAT the following be a Committee to meet the Cabinet to discuss the matter of maintenance of secondary education in the Province: Alderman J. C. Bowen, Edmonton; Mr. Fowler, Wetaskiwin; P. R. Reed, Didsbury; Mr. Price, Youngstown; Dr. Sharpe, Lacombe; Mrs. Coutts, Clive, Mrs. Langford, Calgary; R. C. Black, Medicine Hat; and Mrs. McKinney, Claresholm.-LOST.

11. In view of educational disputes that have arisen in the Province of Alberta, the Trustees' Association of the Province, now assembled, do recommend that legislation be provided whereby a "conciliation Board" be created, consisting of a representative of the trustees of the Province, a representative of the teachers of the Province, and a third member who is not a member of either of the two mentioned groups, all to be appointed by the Lieutenant-Governor-in-Council. The Conciliation Board to have power to investigate and report on all disputes arising between trustees and teachers.-CARRIED.

12. RESOLVED, that the Trustees' Association endorse the efforts of the Western Provinces to get their natural resources, and to recommend that a generous portion of such be set aside for educational purposes.-CARRIED.

13. RESOLVED that the Executive appoint a Secretary at a salary to be decided on by the Executive and not to exceed Six Hundred (\$600.00) Dollars per annum.-CARRIED

14. RESOLVED, that the Trustees' Association ask the Minister of Education to enact such legislation that the fees as outlined by this Association, for membership, be collected by the Department of Education from each school district, and be deducted from the grants.-CARRIED.

How might various persons or groups appraise this memorable convention? This writer would speculate that the majority of trustees probably felt an immediate sense of accomplishment, or, at least, some rejuvenation regarding the importance of the role of the school trustee. However, some trustees, notably those with close labor ties and with a disposition toward the Alberta Teachers' Alliance, must have experienced a sense of complete isolation and utter futility. Teachers, especially those actively involved in the affairs of the Alliance, must have sensed a severe set-back to their professed hopes that the teachers and trustees would "unite in a spirit of heartiest co-operation for the welfare and advancement of the course

of education."²⁷ It might be suspected that the slightly interested observer would have had his thoughts mirrored in the following editorial comment:²⁸

Forty thousand dollars is a high price for three speeches by the Minister of Education. This is approximately the cost to the school districts of Alberta, of the school trustees' convention, revived this week, in order to provide the Minister with a hand-picked rural audience for his eloquent vituperation against the Teachers' Alliance. The net result of this convention was the perfunctory endorsement by the trustees of a clause in the model contract over which the Teachers' Alliance and the Department have been wrangling tediously for months, and which is no nearer solution after this convention than it was before; the adoption of half dozen routine resolutions, and the public declaration of what everyone already knew, viz.: that the trustees as a body are not concerned with the protection of teachers' rights or the elevation of the teachers' status. Apart from the unimportant business, the eloquent addresses of the Minister of Education are the total result of the expenditure. It is an extravagant indulgence of our taste for oratory.

The Minister's remarkable voluntary concession of a proposal for a board of conciliation to settle disputes between teachers and trustees, coming as it did, after the convention had just endorsed the Minister's antagonistic policy toward the Alliance with loud cheers, had the effect of a ludicrous anti-climax. Had the Minister been serious about this, he would, of course have offered such a compromise to the Alliance several months ago and so obviated all the hoarse wrangling at public meetings for the past three months.

The costly convention is now over, the gesture made, but the situation remains exactly as it was. No solution of the problems facing the teachers, has been found, no compromise suggested and nothing done to improve matters. The Alliance is in exactly the same position and strength as it was before. What will the Minister do now?

The subsequent political events answered the Calgary Albertan's question. The Honorable George P. Smith was swept from office along

²⁷ Alberta School Trustees' Association, Report of Proceedings of the Alberta School Trustees' Association Convention, Calgary, February 2nd and 3rd, 1921, p. 31.

²⁸ Calgary Albertan, cited by The ATA Magazine, I (February, 1921), pp. 13 - 14.

with the Liberal Party by the United Farmers of Alberta. However, his creation, the revived version of the Alberta School Trustees' Association continued to function as a major component of Alberta's educational system.

CHAPTER IX

THE ORGANIZATIONAL CHARTER

I. INTRODUCTION

The Organizational Charter, according to Bakke, "is the image of the organization's wholeness" and is "basically a set of ideas shared by the participants which may or may not be embodied in written documents."¹ This organizational trait or characteristic embraces such distinctive and identifying features as the: name; organizational goals, and policies supporting the achievement of the goals; functions of the organization as related to the various environmental agencies; reciprocal rights and obligations of the organization, its components, and its environment; value premises giving legitimacy to the goals, policies, functions, and reciprocal rights and obligations; and the symbolization used to stimulate a mental image of the unique wholeness of the organization. It is to organizations what personality and character are to individuals. It is the concept of what the name of the organization stands for, together with the shared values possessed by the participants. The justification and legitimization of the identifying features are the end result of the participant's shared value premises.

While the writer was restricted, in large measure, by the nature of the study to those identifying features revealed by formal

¹E. Wight Bakke, "Concept of the Social Organization," Modern Organization Theory, Mason Haire, editor (New York: John Wiley and Sons, Inc., 1959), pp. 37 - 38.

documents such as accounts of legislative enactments of the Province of Alberta, records of the Association's governing by-laws, statements of the organization's guiding policy, and the like, some effort was made to reveal the thoughts and value premises of a few of the most active participants by reference to less formal records such as addresses, newspaper accounts, and editorial comments encountered during the conduct of the inquiry.

Three achievements proved to be salient in revealing such identifying features as the goals, functions, reciprocal rights and obligations of the Association and its participants, and the major policies related to the attainment of the goals to which the organization and its agents are committed. They were the passage by the Legislative Assembly in 1939 of an act which established the Association as a corporate entity in the Province of Alberta, the completion in 1961 of major revisions to the by-laws of the organization which set the basis for the present structure and operational activities of the Alberta School Trustees' Association and the 1964 documentation of the policies which have given direction to the Association's patterns of activities in the past year. It is with the first two of these achievements that the present chapter is primarily concerned.

In the following chapter, Chapter X, attention is focused on the 1964 documentation of Association policy and the nature of the symbols or particular items which serve to reveal and reinforce the image of the Organizational Charter for participants and observers.

In summary, it is the purpose of this and the next chapter to establish a concept of the Alberta School Trustees' Association's unique and identifying characteristics which, when integrated, will give some form to its Organizational Charter as conceived by Bakke, and an indication of how it came to be.

II. THE ALBERTA SCHOOL TRUSTEES' ASSOCIATION AS A CORPORATE ENTITY

The Alberta School Trustees' Association is a corporation created by an Act of the Alberta Legislature and assented to on March 31, 1939. By virtue of this action the Legislative Assembly set forth an operational framework within which the Association was to function and revealed some of the major expectations held for the Association by the body ultimately responsible for the conduct of education in the Province, namely, the Government of Alberta.

In view of the fact that collectivities assume certain identifying features simply because they are corporate entities, and since the Alberta School Trustees' Association and its membership units, school boards and committees, have been established as corporate beings,² it was considered essential that a brief examination be given to the legal ramifications of being a corporation.

²Enns, in speaking of the Canadian school board, notes that it "is a statutory corporation. As such it is subject to the law as it applies to corporations." From: Fredrick Enns, The Legal Status of the Canadian School Board (Toronto: The Macmillan Company, 1963), p. 61.

Nature, Characteristics and Powers of a Corporation

Corporations are divided into two major categories: corporations aggregate and corporations sole. Since a corporation sole is "constituted in a single person"³ it will not be further considered at this time.

A corporation aggregate is defined as:

...a collection of individuals united into one body under a special denomination, having perpetual succession under an artificial form, and vested by the policy of the law with the capacity of acting in several respects as an individual, particularly of taking and granting property, of contracting obligations and of suing and being sued, of enjoying privileges and immunities in common, and of exercising a variety of political rights, more or less extensive, according to the design of its institution, or the powers conferred upon it, either at the time of its creation or at any subsequent period in its existence.⁴

Further, it should be noted that:

A corporation aggregate has only one capacity, namely its corporate capacity; so that a conveyance to a corporation aggregate can only be to it in its corporate capacity.⁵

In discussing the characteristics of corporations, Halsbury notes that they have both "continuity" and a "distinct entity".

By continuity, it is meant that "its identity is continuous, that is, that the original member or members and his successors are one."

With regard to a corporation being a distinct entity, it is noted that:

In law the individual corporators, or members, of which it is composed are something wholly different from the corporation itself; for a corporation is a legal persona just as much as an individual. If a man trusts a corporation, he trusts that legal

³Rt. Hon. Lord Simonds (editor), Halsbury's Laws of England. 3rd edition (London: Butterworth and Company, Ltd., 1954), Vol. 9, p. 7.

⁴Ibid., p. 4.

⁵Ibid., p. 5.

persona, and must look to its assets for payment; he can only call upon individual members to contribute if the Act or charter creating the corporation has so provided.⁶

There are a number of requirements that a corporation must possess. First, it is required to have a name which "must be either expressed in the grant or statute or implied from the nature of it."⁷ It must possess a seal for "the seal is the only authentic evidence of what the corporation has done or agreed to do."⁸ In addition, a corporation "must be constituted of some place,"⁹ that is, has a place of residence; and it has "the attribute of domicil".¹⁰ Its domicil is its "place of incorporation."¹¹

In summary, it can be said that:

There is authority of long standing for saying that the essence of a corporation consists in (1) lawful authority for incorporation, (2) the persons to be incorporated, either as persons natural or bodies incorporate and politic, (3) a name by which persons are incorporated, (4) a place, and (5) words sufficient in law.¹²

For a corporation which is created by "the authority of Parliament", that is, by statute, "the Act becomes the charter of the corporation, declaring its rights and powers and prescribing its duties and obligations."¹³ Such a constitution can "only be revoked by an Act of Parliament."¹⁴

As for the membership of a corporate aggregate, it must be at least two in number and the number must be "definite or capable of being ascertained."¹⁵ In addition, "a corporation has as an

⁶Ibid., p. 9. ⁷Ibid., pp. 10 - 11. ⁸Ibid., p. 13.

⁹Ibid., p. 17. ¹⁰Ibid., p. 19. ¹¹Ibid. ¹²Ibid., p. 21.

¹³Ibid., p. 29. ¹⁴Ibid., p. 29. ¹⁵Ibid.

incident belonging to it a right to make any person it likes members, unless it is clearly deprived of that right by prescription or express words in its charter..."¹⁶

It has been established, insofar as the government of a corporation is concerned, that:

- a. ...there are generally certain offices to which certain persons are appointed or elected for the purpose of performing duties for the benefit of the corporation and the corporators. Where such an office becomes vacant the corporation has a right to have it filled, and the officers of the corporation may be compelled by mandamus¹⁷ to proceed to cause the office to be filled...¹⁸
- b. It is the right and duty of the officers of a corporation to inform and guide the corporators in matters affecting corporate interests.¹⁹
- c. A power of amotion²⁰ is incident to a corporation. It is necessary to the good order and government of corporate bodies that there should be such a power, and a corporation may by its incidental power to make byelaws confer upon itself power to amove for just cause, although there is no express power by the charter or prescription to make such a byelaw.
 A power to amove is strictly interpreted. Thus the word "majority" will, in connexion with such a power be construed to mean a majority of the whole corporation, including the persons to be amoved.²¹
- d. All regulations made by a corporation and intended to bind not only itself and its officers and servants but members of the public who come within the sphere of the operation, may

¹⁶Ibid., p. 30.

¹⁷Mandamus is a writ to enforce some public duty.

¹⁸Halsbury, op. cit., pp. 32 - 33.

¹⁹Ibid., p. 35.

²⁰Amotion means to deprive a corporate officer of his office.

²¹Halsbury, op. cit., p. 36.

properly be called "byelaws", whether they are valid or invalid in point of law; but the term may also be applied to regulations binding only on the corporation, its officers and servants.²²

- e. Every corporation has the power to make byelaws relative to the purposes for which it is constituted.²³
- f. The power to make byelaws, either by the body at large or by a selected part, is incident to every corporation. The power is *prima facie*²⁴ to be exercised by the corporation at large...Where the power of making byelaws is in the body at large, it may delegate the right to a select body, who will then become the representative of the whole community.²⁵
- g. The acts of a corporation, other than a trading corporation, are those of the major part of the corporators, corporately assembled. In other words, in the absence of special custom or of special provision in the constitution, the major part must be present at the meeting, and of that major part there must be a majority in favor of the act or resolution contemplated...The power of doing a corporate act may, however, be specially delegated to a particular number of members, in which case, in the absence of any other provision, the method of procedure applicable to the body at large will be applied to the select body.²⁶

Depending on the nature of their powers and liabilities in general, corporations may be classified as either statutory or non-statutory. According to Halsbury:

Statutory corporations have such rights and can do such acts only as are authorized directly or indirectly by the statutes creating them; non-statutory corporations, speaking generally, can do everything that an ordinary individual can do unless restricted directly or indirectly by statute.²⁷

²²Ibid., pp. 40 - 41.

²³Ibid., p. 41.

²⁴*Prima facie* means at first sight.

²⁵Halsbury, loc. cit.

²⁶Ibid., pp. 48 - 49.

²⁷Ibid., p. 59.

Regarding the limitation of powers, it is said of a statutory corporation that:

The powers of a corporation created by statute are limited and circumscribed by the statutes which regulate it, and extend no further than is expressly stated therein, or is necessarily and properly required for carrying into effect the purposes of its incorporation, or may be fairly regarded as incidental to, or consequential upon, those things which the legislature has authorized. What the statute does not expressly or impliedly authorize is to be taken to be prohibited.²⁸

It should also be noted that with regard to the limitation of powers:

A corporation cannot, unless expressly authorized to do so, enter into any arrangement with another corporation or body which would substantially result in an amalgamation.²⁹

In addition:

Where the officers or directors of a corporation or company actively participate in an act which is beyond the powers of the corporation to perform, they are each, to the extent of his participation, liable personally for the consequence.³⁰

Such are some of the salient features of corporations as set out by English law.

Thus, because the Alberta School Trustees' Association has been created by statute, it can be defined as a statutory corporation and is subject to the legal requirements imposed on such bodies. By its charter the Association has been allocated certain rights, powers, duties, and obligations; assigned a restricted membership base; afforded legal identity; and provided with guidelines for the conduct of corporate government. The foregoing provisions of the charter are normal expectations for a document establishing a statutory corporation. It is the purpose of the following pages to

²⁸Ibid., pp. 62 - 63.

²⁹Ibid., p. 69.

³⁰Ibid., pp. 71 - 72.

reveal the circumstances which prompted the trustees of Alberta to seek corporate status for their organization after nearly thirty years of operation, and to reveal the specifics of the statutory expectations held for the Association by the Legislative Assembly of Alberta.

Achieving Corporate Status

The achievement of corporate status centered about the period 1935 to 1940 which was a time of major political change and economic privation in the Province of Alberta. It was the period in which the Alberta Teachers' Association achieved new strength, primarily because of the passage of The Teaching Profession Act and subsequent revisions in 1936. It was also the period in which the Government moved to create the large units of administration throughout the Province. It was the opinion of the writer that examination of the events and activities which led to the achievement of corporate status would reveal some of the prevailing value premises held by the participants and, in addition, would provide some insight into the impact of environmental change on the development of the Alberta School Trustees' Association.

Study of the efforts of the Association to achieve corporate status revealed that three happenings in the Alberta educational system served to motivate the trustees to seek organizational permanence, stability and effectiveness in a corporate body. The creation of larger local units of administration,³¹ the establishment

³¹Supra, p. 87.

of compulsory membership in the Alberta Teachers' Association for all teachers in the Province,³² and the failure of the trustees' organization to affect the Government's decision to maintain the continuous contract and the Board of Reference,³³ were motivational events of prime importance.

The first step toward incorporation of the Association was taken in 1938 when the trustees passed the following resolution at their Annual Convention held in Calgary on February 3rd, 4th and 5th.

COMPULSORY MEMBERSHIP IN A.S.T.A.

WHEREAS A.S.T.A. has always, in principle, been in favor of an organization on the basis of voluntary membership:

BUT WHEREAS the school teachers of Alberta have secured legislation providing for compulsory membership in and collection of fees for their organization, and as a result thereof the A.S.T.A. has been placed at a distinct disadvantage in presenting and maintaining its point of view on educational matters when for any reason it does not agree with the policies advocated by the Alberta Teachers' Association;

BE IT THEREFORE RESOLVED, that this Association requests that the School Act be amended to provide for compulsory membership in it and collection of membership fees.³⁴

Though the reason for requesting provisions for compulsory membership in the Association and automatic collection of membership fees was claimed to be the inability to cope with the strengthened position of the teachers of Alberta, there was reason to suspect that trustees were concerned about their inability to influence the Government's decision to establish larger administrative units

³²Supra, p. 104.

³³Supra, p. 103.

³⁴Stenographic report of the 1938 Annual Convention, page 1 of record of resolutions passed.

throughout the Province and to maintain the Board of Reference and the continuous contract. The two following resolutions which were also passed at the 1938 Annual Convention reveal the nature of these concerns.

LARGE UNIT

WHEREAS it is apparent from the large number of resolutions and expressions of opinion received from School Trustees and Rate-payers' meetings that the method of organization and putting into operation of the large school units, in many cases in direct opposition to the wishes of those most concerned, namely, the ratepayers and parents, has resulted in unnecessary difficulties;

AND WHEREAS the impression was conveyed to this Association that the large unit would not be arbitrarily introduced without the approval of those affected having been secured;

AND WHEREAS large units have now been established and are in operation in representative areas of the province;

AND WHEREAS this Association was assured that a period of at least three years' operation would be necessary to demonstrate the success or failure of the plan;

THEREFORE BE IT RESOLVED that this Association respectfully request the Minister of Education to suspend the further organization of such large units until satisfactory results are demonstrated in those already in operation; furthermore, that no additional large units be put in operation without the approval of those affected having been first secured.

RE: BOARD OF REFERENCE

WHEREAS on April 13, 1937, during a session of the Legislature a conference was held between a Special Committee of the Legislature set up for that purpose and representatives of the A.T.A. and the A.S.T.A. to consider legislation respecting teachers [sic] contracts and the possible restoration of the Board of Reference;

AND WHEREAS the A.T.A. at such conference originally demanded the revival of the continuous contract and the restoration of the Board of Reference;

AND WHEREAS it was understood that any compromise agreement arrived at would be implemented by suitable legislation;

AND WHEREAS a compromise agreement was arrived at in committee to the effect -

1. That the continuous contract might be revived;
2. That in consideration of the concession contained in (1) the Board of Reference would not be restored, but that in its place any dispute between a Board of Trustees and its teacher respecting the termination of a contract would be referred to a ratepayers' meeting, the majority vote of which would be accepted as final;

AND WHEREAS the compromise agreement thus arrived at was not implemented by the Legislature but in its place both the continuous contract and the Board of Reference were re-introduced;

BE IT THEREFORE RESOLVED that this Association demand of the Minister of Education the abolition of both the Board of Reference and the continuous contract.³⁵

Regarding the last-mentioned resolution, the following excerpt from The Alberta School Trustee reflects some of the internal strain that was being felt by the organization at the time.

Unfortunately, due to the high feeling prevailing, a delegate supported by a section of the convention introduced an amendment to the last paragraph which "demanded" abolition of the continuous contract and the Board of Reference. In spite of all the opponents could do...and there were many opponents, the resolution as amended was carried by a bare majority and the ground was cut from beneath the feet of the Legislative Committee who along with representatives of the A.T.A. had tried so honestly to arrive at a reasonable, effective and simple method of dealing with injustices and disputes between teachers and school boards in the matter of termination of contract.³⁶

The membership of the Association were subsequently informed that the following replies were received from the Government in regard to the three resolutions noted. The Government proposed that the achievement of compulsory membership "could best be accomplished by the drafting of a bill for submission to the Legislature."³⁷

³⁵ Ibid.

³⁶ Editor's report of the 1938 Annual Convention, as found in The Alberta School Trustee, VIII, 1(March, 1938), p. 3.

³⁷ "Reply to Resolutions Presented by the Trustees' Convention - March, 1938," The Alberta School Trustee, IX, 1(February, 1939), p. 19.

Insofar as the suggested suspension of the creation of more new large units of administration was concerned, the reply was that

The Government was convinced that the new organization had proved an unqualified success where it was in operation and decided that no good purpose would be served in delay. As a consequence the Speech from the Throne announced that it would be the policy of the Government to proceed with a vigorous policy of reorganization. This has been done until approximately 90% of the province has now been included in large units.³⁸

As for the suggested abolition of both the Board of Reference and the continuous contract, the answer provided by the Government was as follows:

(a) In view of the fact that there have been no appeals from the Divisions during the past two years and almost none from urban centres the Government is convinced that the Board of Reference should be continued as at present as a safeguard. If there are no appeals obviously its services will not be required.

(b) The legislation providing the continuous contract has been in operation for so short a time that it is impossible to form a judgment as to the results of its application. After a period of five years when its provisions have become thoroughly known a judgment which would be of some value could be given.³⁹

The replies from the Government indicated that the Association did not possess the strength required to influence governmental decisions which were considered by the trustees to be of vital importance to the conduct of the educational enterprise. It was evident that the province-wide establishment of the larger units was an accomplished fact and that the Board of Reference and the continuous contract were established realities despite any under-

³⁸ Ibid.

³⁹ Ibid.

standings to the contrary. It was equally clear that any action required to strengthen the Association's position in the educational system would have to be initiated by the organization and achieved with little active support and assistance from environmental agencies.

By the time of the next annual convention the situation had deteriorated to the extent that the President of the Association reported to the trustees that "the very life of your Association is seriously threatened"⁴⁰ and recommended that serious thought be given regarding some of the proposals that were to be introduced. He pointed out that "about 3,500 school districts have been re-organized in 44 Large Units"⁴¹ and that a repeal of an amendment to The School Act prohibited the use of public funds for the purpose of sending a "local trustee within a large unit"⁴² to the Trustees' Convention. It was the subsequent loss of resources that seriously threatened the organization.

As a counter measure the Executive of the Association brought before the 1939 Convention the following resolution:

BE IT RESOLVED that the members of the Alberta School Trustees' Association in convention assembled at Edmonton on the 12th and 13th days of January, 1939, feeling that this association has contributed in the past and will in the future contribute to the educational needs of this Province, earnestly request the members of the legislature of this Province to pass the legislation as to the incorporation of this Association in the form proposed by the Executive of this Association.⁴³

⁴⁰Dr. C. A. Staples, "President's Address," The Alberta School Trustee, IX, 1(February, 1939), p. 10.

⁴¹Ibid.

⁴²Ibid.

⁴³Stenographic report of the 1939 Annual Convention, p. 56.

Some opposition was expressed "to the idea of forcing the Trustees' Association into one organization", that is, to have a single body speak for representatives of divisions, towns, cities, and to the idea of compulsory membership which had so recently given new strength to the Alberta Teachers' Association. First Vice President A. E. Ottewell, in speaking in support of the resolution, however, stated:

We now find ourselves in the position that we have to deal with organizations with one hundred per cent membership under well regulated discipline. I am not criticizing [sic] it. We opposed it as we thought for sound reasons. Now we hobble onto the field with an organization that is very hap-hazard. Just what position are we in to keep our views forward? We are just helpless. We could not see any other way out if we are to continue to function with the Trustees having one hundred per cent membership instead of being confronted with "Just how many Trustee Boards are members of the organization?"

"Well possible [sic] about thirty per cent at the most."

It was passed last year, and all we are asking is that this Convention re-affirm that view passed last year.⁴⁴

Mr. S. Bruce Smith of the law firm Parlee, Smith and Parlee, at the time the solicitors for the Alberta School Trustees' Association, urged the Convention to "Pass it unanimously, so that when we go to the Executive of this province, we can say the Convention passed it unanimously."⁴⁵ The Convention did pass the resolution and in slightly less than three months the trustees of Alberta were incorporated by an Act of the Legislative Assembly.

Summary

Examination of the events preceding the establishment of the Alberta School Trustees' Association as a corporate entity in the

⁴⁴Ibid., p. 57.

⁴⁵Ibid., p. 58.

Province of Alberta, has shown that the major catalysts which motivated the trustees to seek such action were:

(1) The high value placed on the right of individual citizens to have an effective voice in governmental concerns which was a basic tenet of the philosophy of the United Farmers of Alberta.

(2) The failure of the Association to muster sufficient strength to deter the Provincial Government from undertaking programs not acceptable to its participants.

(3) The loss of resources brought about by changes in the governmental structure of the educational system in Alberta.

It can be said that it was environmental and not internal conditions which produced The Alberta School Trustees' Association Act⁴⁶ of 1939.

The Act of Incorporation

During the interval from the date of assent, March 31st, 1939, to the present, the Act of Incorporation has undergone some slight modification which, for the most part, simply reflected the changes in the structure of the educational system. The following is a consolidation of the original Act and subsequent amendments.

An Act to Incorporate the Alberta School Trustees' Association⁴⁷

1. This Act may be cited as "The Alberta School Trustees' Association Act".

⁴⁶The Alberta School Trustees' Association Act, Statutes of Alberta, 1939, c. 22.

⁴⁷This consolidation is drawn from The Alberta School Trustees' Association Act, R.S.A., 1955, c. 300; An Act to amend The Alberta School Trustees' Association Act, S.A., 1958, c. 77; and An Act to amend The Alberta School Trustees' Association Act, S.A. 1962, c. 82.

2. In this Act "association" means the Alberta School Trustees' Association constituted under this Act.

3. There is hereby established and constituted a corporation to be known as the Alberta School Trustees' Association with the following objects, powers and purposes:

- (a) to consider and deal with matters relating to education and school administration in the Province with a view to the betterment thereof;
- (b) to provide a medium for expression of the views and suggestions of the school trustees of the Province on matters pertaining to education;
- (b1) to render advice and assistance to its members on matters affecting them;
- (c) to co-operate with other similar associations in Canada in matters of national educational interest;
- (d) to promote the interests of school districts and school divisions throughout the Province;
- (e) to bring about
 - (i) the economical and efficient administration of the affairs of school districts and school divisions, and
 - (ii) the economical and efficient performance of all duties undertaken by or imposed on school districts or school divisions;
- (f) to co-operate for the promotion, guidance and improvement of legislation on educational and school questions;
- (g) generally, to do all acts and things that appear to the association conducive to the good and welfare
 - (i) of education in the Province, or
 - (ii) of any one or more school districts or school divisions; and
- (h) to do and perform all acts and things incidental to and necessary for the purpose of effecting any of the objects set out in this section.

4. (1) For any of the purposes set out in section 3, the association

- (a) may borrow money in such amounts, at such rates and on such terms as are deemed advisable, and
- (b) may, under the signatures of such officers as may be designated by by-laws or regulation of the association, draw, make, accept and endorse such bills of exchange, cheques and promissory notes as are deemed necessary.

(2) Nothing contained in subsection (1) authorizes the association to issue bills or notes payable to bearer or intended to be circulated as money or as bills or notes of a bank.

5. The association may by its corporate name sue or be sued, plead and be impleaded, and contract and be contracted with, in any manner, action or cause.

6. The period of membership shall coincide with the financial year of the association.
7. (1) Subject to section 8, the board of trustees of each non-divisional school district and of each school division in the Province shall be members of the association.
- (2) The Minister and Deputy Minister of Education of the Province are ex officio members of the association, and no fees are payable by them to the association.
- (3) Each divisional school trustees' association in the Province is eligible for membership in the association.
8. A board described in subsection (1) of section 7 may exclude itself from membership in the association for the next following year by giving notice in writing to the secretary-treasurer of the association not less than two months before the beginning of the next following financial year.
9. The association in general meeting
 - (a) may pass by-laws, not inconsistent with the provisions of this Act or of any Act or regulation, of the Province, respecting
 - (i) the election of the executive and officers of the association;
 - (ii) the formation, regulation, management and dissolution of divisional associations, zone branches, and other sections or divisions of the association, and providing for the delegation to them of such powers as it may think fit, including the power to pass by-laws and rules for the management and regulation of their own business;
 - (iii) the management of property and affairs of the association;
 - (iv) the internal organization and administration of the association;
 - (v) the maintenance of the association;
 - (vi) the fixing of annual or other fees payable by the members of the association or in the case of delegates from a divisional association, by the board of that division;
 - (vii) the time, place and conduct of the annual and other meetings of the association;
 - (viii) such other matters as are deemed necessary or convenient for
 - (A) the management of the association, and
 - (B) the promotion of its welfare and conduct of its business, and
 - (ix) the date of commencement of the financial year of the association.
 - and
 - (b) may amend, alter or repeal a by-law.

10. The Lieutenant Governor in Council may make regulations not inconsistent with this Act

- (a) for the better carrying out of the purposes of this Act, and
- (b) for the collection of fees from the members of the Association.

Summary

Of the happenings that prompted the Association to seek a corporate identity, the Act of Incorporation achieved, in the first instance, none of the desires expressed by the membership in the 1938 Convention. While the Act provided a legal existence, it achieved neither compulsory membership nor collection of fees by the Government. It was not until 1941 that the Association was notified that

The Department of Education shall, at the end of the June school term, retain from the grant payable to each and every school district or school division under The School Grants Act an amount equal to the amount of the annual fee payable by the school district or school division pursuant to such by-law as may be passed under the authority of Section 9 of the said The Alberta School Trustees' Association Act and shall pay over the amount so retained to the Secretary-Treasurer of the said Alberta School Trustees' Association, and such amount, when paid over as aforesaid, shall be deemed to have been a payment made to such school district or school division on account of the grant payable to such school district or school division for the said school term.⁴⁸

As for the installation of larger units, the Government moved ahead to involve the Province as a whole as it had said it would. In addition, the Board of Reference and the continuous contract remain a fact in the Alberta educational system to the present day.

⁴⁸Reported in The Alberta School Trustee, XI, 4(April, 1941), p.1.

Through the Act of Incorporation the Alberta School Trustees' Association attained a hitherto unachieved state of legitimacy in the conduct of its affairs; acquired a formal statement of its goals, functions, obligations and responsibilities as endorsed by the Government of Alberta; and, in addition, it took upon itself those rights and obligations that are inherent in corporate status. Thus, the Act of Incorporation provided a formal statement of many of the distinctive and identifying features which are, according to Bakke, essential components of the Organizational Charter of any social organization.

III. THE ORGANIZATION AND OPERATION OF THE ALBERTA SCHOOL TRUSTEES' ASSOCIATION

An organization achieves a degree of uniqueness by the nature of its membership, organizational structure, and allocation of duties and responsibilities to various components within the structure. It is the purpose of this section to examine the nature and extent of the Association's membership and to investigate the development and scope of its current by-laws which are the basis for its present structure. In addition, the nature of the organizational framework and the expectations held for the various entities which constitute an important segment of the Alberta School Trustees' Association and establish a measure of its uniqueness are studied.

The Membership of the Association

The Act of Incorporation of the Association assigns membership to "the Boards of trustees of each non-divisional school district and of each school division in the Province."⁴⁹ This section applies to the council or school committee of a council of a county as established by The County Act.⁵⁰ It further stipulates that "the Minister and Deputy Minister of Education of the Province are ex officio members of the association,"⁵¹ and that "each divisional school trustees' association is eligible for membership in the association."⁵² In view of the fact that the Minister and the Deputy Minister are members extraordinary and that the divisional associations are of little account in the total activity of the organization,⁵³ they have not been included in the membership figures of the Association.

Membership in the Association is automatic though section 8 of the Act of Incorporation makes provision for a member board to exclude itself from membership in the association for the next following year by giving notice in writing to the secretary-treasurer of the association not less than two months before the beginning of the next following financial year.⁵⁴

⁴⁹The Alberta School Trustees' Association Act, R.S.A., 1955, c. 300, s.7(1).

⁵⁰Supra., p. 19.

⁵¹The Alberta School Trustees' Association Act, op. cit., s.7(2).

⁵²Ibid., s.7(3).

⁵³Infra., pp. 187 - 189.

⁵⁴The Alberta School Trustees' Association Act, op. cit., and An Act to amend The Alberta School Trustees' Association Act, S.A., 1958, c. 77.

According to Mr. T. C. Weidenhamer,⁵⁵ General Secretary of the Association, not a single board has opted out during the period of his affiliation with the organization. At the end of 1965 the membership of the Association was composed of a total of 162 units made up as follows:

| | |
|------------------------------|----|
| Divisions..... | 32 |
| Counties..... | 27 |
| City and Town Districts..... | 62 |
| Rurals ⁵⁶ | 25 |
| Villages..... | 10 |
| Consolidated Districts..... | 6 |

In summary, it can be stated that the Alberta School Trustees' Association speaks for one hundred per cent of the eligible school boards in the Province and has done so for the past decade.

Development of the Current By-Laws

The Alberta School Trustees' Association does not currently have a document that is identified as a constitution. However, for all intents and purposes, the statement or record of the By-Laws of the organization, along with the Act of Incorporation, form its constitution. In an article by the editor of The Alberta School Trustee entitled, "A Memorandum to the Proposed Amendments to the By-Laws (commonly called the Constitution) of the Alberta School

⁵⁵Mr. Weidenhamer assumed office in 1956 replacing Mr. A. G. Andrews.

⁵⁶This classification includes schools which are located in National Parks, those under the jurisdiction of the Department of National Defense, and others not included in the other groupings.

Trustees' Association" the concept of the By-Laws as being equivalent to a constitution is clearly noted.

The term Constitution and By-Laws properly refers to The Alberta School Trustees' Association Act and the By-Laws of that Association. While the Act is not included in this presentation, and amendments pertaining to it do not appear here, the term Constitution and By-Laws has been retained to emphasize the importance of the considerations at hand.⁵⁷

The proposed amendments referred to above, were those which constituted the most recent major revision to the By-Laws which was undertaken in 1961 and dealt with in the Fifty-Fifth Annual Convention. The following statements indicate some of the opinions and concerns which were felt at that time about the need for and desirability of by-law revisions.

Consideration of serious change in a document as important as our Constitution and By-Laws is usually preceded by a series of circumstances, events and discussions. This has indeed been true with respect to the A.S.T.A. constitution, and while it now bears little resemblance to that first adopted in 1907 it would seem reasonable to say that frequency and extent of constitutional change has not kept pace with the rapid changes in the field of education and its administration. In short the size and nature of the load to be carried has changed more rapidly than the accommodating design of the vehicle.

Recognition of this fact, with respect to certain of the By-Laws, has been abroad for some time, but it is only recently that existing imbalance in the constitution has been brought into sharp enough focus to foster serious and specific action in the direction of major change.

Matters such as representation and voting strength at conventions, proportion of fees paid as between urban and rural areas, the lack of staff and funds to engage in serious research in the educational field as well as in that of administration,

⁵⁷"A Memorandum to the Proposed Amendments to the By-Laws (commonly called the Constitution) of the Alberta School Trustees' Association," The Alberta School Trustee, XXXI, 8(September, 1961), p. 14.

along with problems of lesser importance are now receiving serious thought by the membership.⁵⁸

W. E. Smith, Chairman of the Urban Provisional Executive, in a statement supporting the intended changes wrote:

The constitution revision committee have incorporated the desires and wishes of most school boards. Provision was made to give all boards proportional representation and financial responsibility. The resulting increased budget will make it possible to improve services and to increase support of and activity in educational research.

If the A.S.T.A. is to be an effective voice in the educational policy of this province, school boards must be prepared to work collectively through a strong association. Trustees should be prepared to first try and resolve their problems as individual boards. Failing this, they should bring their problems to their respective zones, then sections. The section should then present the problem or suggestion as well prepared resolutions at the annual conventions. Such a procedure if whole-heartedly followed by boards would strengthen everyone's position.

School boards are charged with the responsibility of providing more and better education for all pupils. They should always continue to seek to educate all students they are responsible for to the limit of his or her capacity. They must provide working conditions which encourage, recruit and retain the best teachers in our society. They must be actively engaged in problems of educational finance. All trustees want high quality in education which they can not have unless it is something which they themselves are willing to pay for and willing to sell to the public. Trustees have a tremendous job in public relations. It is essential that they do everything possible to enlighten public opinion about current educational matters and the importance of education in our society. This is necessary to obtain the moral and financial support to all measures designed to further educational growth in this province.

The revised constitution provides the framework to fulfill the hopes and aspirations of school boards. Urban school boards supported the preliminary draft of the revised constitution. We solicit urban and rural support for the final draft which has included many suggestions from many boards. The revisions show

⁵⁸"The A.S.T.A. and Its By-Laws," The Alberta School Trustee, XXXI, 8(September, 1961), p. 14.

maturity and should result in improved stature and prestige for the Alberta School Trustees' Association.⁵⁹

The degree of success achieved by the authors of the proposed constitutional revisions is indicated in the following comment found in The Alberta School Trustee.⁶⁰

The ease with which A.S.T.A. By-Law amendments received ratification by the 1961 convention was hoped for, but not anticipated to the degree enjoyed...

Delegates to the 1961 convention bought a bill of goods with very little question or bargaining, and in so doing placed a mandate, in the hands of the Executive, which will require special and undivided attention.

In 1965 the constitutional framework for the conducting of Association activities was provided by, in addition to the Act of Incorporation, some twelve By-Laws. With few exceptions, the By-Laws of 1961 continue to be the guiding principles some four years later.

Structural Components of the Alberta School Trustees' Association

The basic structural components of the Association were found to be five in all and to have been established within the provisions of the By-Laws. The first of these is the Executive which is the pivotal group around which most Association activity revolves. The efforts of the Executive are supported by the second structural component, the central office, with its staff-officer complement and supporting stenographic and clerical personnel. The third component consists of the various committees which have been established

⁵⁹Ibid., p. 8.

⁶⁰"A New Mandate," The Alberta School Trustee, XXXI, 10 (December, 1961), p. 3.

to facilitate the conduct of routine and repetitive tasks or to make preliminary investigations of areas of concern which are deemed to require the involvement of Executive members. The two remaining major structural components, zones⁶¹ and sections,⁶² have been designed to facilitate the bringing together of membership units with geographical affinity or homogeneity of interests and their basic purpose is to aid in effective communication within the organizational complex. It is these five components that constitute the essence of the structure of the Alberta School Trustees' Association.

The Executive of the Alberta School Trustees' Association.

The Executive, as established by By-Law No. 2, is made up of the President, Vice-President, the immediate Past President and nine other members, four of which are chosen from each section, that is, the Urban and Rural Sections, plus one additional member who represents the town and village districts. The Minister of Education is named Honorary President together with such others as may be designated by an annual convention of the Association. The immediate Past President serves as a member of the Executive only for the first year that he holds office. In other words, if an individual finds that he is the Past President for more than one year, it is only during the first year that he will sit as a member of the Executive.

The method of naming the Executive members is established by By-Law No. 3. The officers, that is, the President and the

⁶¹Infra., pp. 172 - 180.

⁶²Infra., pp. 181 - 189.

Vice-President, are selected by ballot at each annual convention. The period of office for other Executive members is set at two years. They are also chosen by the proceedings of the annual convention. Representatives of the Rural and Urban Sections are chosen by ballot from within the membership of each section. The town and village districts' representative is "selected by the boards of the town districts and the village districts."⁶³ Provision is made for the Executive to fill by appointment a vacancy created by death or resignation. In addition, the Executive has the power to declare vacant the seat held by a member who "fails to attend at two consecutive meetings and without giving due and timely notice or explanation in good faith of intention or as to the cause of non-attendance..."⁶⁴ and to appoint a replacement for the balance of the unexpired term of the ousted member.

By-Laws No. 4 and 5 outline the duties and powers of the President and the Executive. As for the President, it is stipulated that he shall:

1. Preside at all meetings of the Executive.
2. Open the conventions and general meetings of the Association and preside at such until a chairman has been selected.
3. Serve on all committees as an ex officio member.

⁶³ Alberta School Trustees' Association, By-Laws, 1961, By-Law No. 2, Sec. 2(c)(3).

⁶⁴ Alberta School Trustees' Association, Resolutions Bulletin of the A.S.T.A. 1965 Annual Convention, October 15, 1965 (Association Administration Bulletin No. 8), By-Law No. 3, Sec. 1(f)(1), p. 67.

4. Assume responsibility for the submission of a "report of the Executive as to the financial standing and general business of the Association."⁶⁵

In the event that the office of President becomes vacant, it is set out that the Vice-President will become the President for the remainder of the vacating incumbent's term.

In general, the Executive is charged with responsibility for the management, direction and control of the business and affairs of the Association. Specifically, it shall:

1. Appoint and fix the duties and salaries of the Executive Director and Secretary-Treasurer and of such assistants to these officials as it deems necessary.
2. Establish such standing and special committees as is deemed necessary for the proper functioning of the Association.
3. Have the power to pay "reasonable out-of-pocket expenses of its members and committees for attendance at all meetings of the Executive or at meetings of committees or at conventions of the Association..."⁶⁶
4. Call its meetings in the prescribed manner.

Executive decisions are made by majority vote of the members present provided that there is a quorum. A quorum is set at seven members. The chairman has the right to vote only in the event of a tie vote.

⁶⁵ Alberta School Trustees' Association, By-Laws, 1961, By-Law No. 4, Sec. 4.

⁶⁶ Ibid., By-Law No. 5, Sec. 2(d).

The annual convention and other special meetings or conventions are called and conducted within the terms of reference provided by By-Laws No. 6 and No. 7. Normally the annual convention will be "held commencing on the second Wednesday in November each year" at a place determined by the Executive. However, the Executive does have the power to "postpone or suspend such meeting" should such action be felt necessary. The calling of special general gatherings is left entirely to the discretion of the Executive. Insofar as any convention or special meeting of the Association is concerned, the transportation fares of all delegates to such will be pooled and participation in such "equalization or pooling of transportation costs" is a set condition for any member's acceptability as a delegate. However, in 1965 a flat registration fee of \$15.00 was assessed each delegate in lieu of the traditional Pool Fund system.

Central office. The numbers and functions of administrative officers who constitute the core of the central office have so changed during the past few years that difficulty was encountered in attempting to portray anything like a typical administrative structure. The following material is presented as the most recent statement available. The Executive Secretary stated the hope of the organization regarding its central office in this way:

Of necessity, we have gone through a rapid period of growth, with its attendant pains, but we are now in a position which will likely remain stable for two or three years. We should consequently develop an administrative pattern which, too,

is stable and subject, hopefully, to only minor modification from time to time.⁶⁷

At the time of writing there were five administrative officers who served the needs of the organization. Their services were supported by a clerical staff of five. The appointment of staff officers is the responsibility of the Executive,⁶⁸ as is the setting of their duties and the fixing of their salaries. The role specifications set out for the administrative officers, as of January, 1965, were as follows:⁶⁹

1. Executive Director

- (1) To assume a major responsibility for the establishment, implementation, evaluation, and revision of A.S.T.A. policies and procedures.
- (2) To articulate, supervise, and evaluate the activities of appointed staff officers in line with (1) above.
- (3) To effect adequate liaison and communication with the membership in effecting (1) and (2) above.
- (4) To effect adequate liaison and be the Association's major staff contact with external provincial and federal agencies in promoting A.S.T.A. policies and in soliciting support and assistance in their implementation.

2. General Secretary

- (1) To consult daily with the Executive Director (whenever possible) on a broad range of matters, including interpretation and execution of policy.
- (2) To process jointly with the Executive Director all incoming and outgoing office correspondence and contacts.
- (3) To establish jointly with the Executive Director policies for staff office management and publications.

⁶⁷This statement was taken from a document entitled "Proposed Internal A.S.T.A. Central Staff Role Specifications" prepared in 1965 by the Executive Director, p. 1. (in the files of the Association.)

⁶⁸Alberta School Trustees' Association, By-Laws, 1961, By-Law No. 2, sec. 2(a).

⁶⁹"Proposed Internal A.S.T.A. Central Staff Role Specifications," op. cit., pp. 4 - 8.

- (4) To prepare, in consultation with the Executive Director, the annual budget.
- (5) To be responsible for all A.S.T.A. accounting.
- (6) To act as purchasing adviser to the Executive Director.
- (7) To act as Secretary to the Executive, Table Officers, Rural Section Executive, and such other committees as directed by the Executive and/or Executive Director.
- (8) To coordinate planning, programming, and recording of the Annual Convention and the Banff Trustees' Seminar.
- (9) To undertake such office managerial responsibilities as not delegated by the Executive Director to the Executive Assistant and Editor.
- (10) To be responsible for such A.S.T.A. liaison activities as assigned by the Executive Director, including specifically:
 - (i) C.S.T.A.⁷⁰
 - (ii) W.C.S.T.A.⁷¹
 - (iii) Principals' Leadership Policy Committee
 - (iv) Legislation Committee
 - (v) Joint A.S.T.A./A.T.A. Committee
 - (vi) Private Schools Committee
 - (vii) A.A.C.E.R.⁷²
- (11) To be responsible for the administration of staff welfare provisions.

3. Executive Assistant⁷³

- (1) To assume such administrative and editorial responsibilities as assigned by the Executive Director, including specifically the following.
- (2) To be responsible for the technical aspects of
 - (i) Office printing;
 - (ii) Other machine work, including typewriters; and
 - (iii) Utilities.
- (3) To be responsible for the publication of The Alberta School Trustee and such business management as accompanies it.
- (4) To be responsible for the filing and retrieval of office materials.
- (5) To coordinate office printing procedures.
- (6) To undertake, within the Executive Director's directives, A.S.T.A. purchasings.

⁷⁰Canadian School Trustees' Association.

⁷¹Western Conference School Trustees' Association.

⁷²Alberta Advisory Committee on Educational Research.

⁷³This title was changed from Executive Assistant for Administrative Services by Executive action in January, 1966.

- (7) To supervise the A.S.T.A. library and library procedures, including subscriptions and clippings.
- (8) To supervise A.S.T.A. caretaking and parking services.
- (9) To assume responsibility for such convention activities as delegated and specifically including the daily newsletter.

4. Executive Assistant for Economic Services

- (1) To assume such responsibilities as assigned or delegated by the Executive Director, to include specifically the following.
- (2) To further the objectives of the A.S.T.A. with respect to collective bargaining through
 - (i) the analysis of pertinent data;
 - (ii) the preparation of publications;
 - (iii) the coordination of human resources available;
 - (iv) the conduct of training programs;
 - (v) the rendering of direct advice and assistance to member boards and committees; and
 - (vi) the preparation of recommendations for Executive approval or modification.
- (3) To further the objectives of the A.S.T.A. with respect to educational finance through
 - (i) the analysis of data applicable to the financing of public and separate schools;
 - (ii) the preparation of publications;
 - (iii) the provision of advice to member boards and committees, with respect to financing and budgeting procedures; and
 - (iv) the preparation of recommendations for Executive approval or modification.
- (4) To assist with programs of A.S.T.A. zones and sections in areas related to (2) and (3) above.
- (5) To cooperate with other provincial and Canadian organizations in gaining their support of, and assistance with, the above projects.
- (6) To assume responsibility for such convention and other membership group activities as delegated.

5. Executive Assistant for Educational Services

- (1) To assume such responsibilities as assigned or delegated by the Executive Director, to include specifically the following.
- (2) To undertake a continuous, coordinated program of in-service education for school trustees, through--
 - (i) Making appropriate policy and procedural recommendations to the Executive;
 - (ii) Assisting the General Secretary with the educational aspects of the annual convention and the Banff Trustees' Seminar;

- (iii) Cooperating with members and officials of the A.S.T.A. zones with a view to extending the educational aspects of their meetings;
 - (iv) Instituting such A.S.T.A.-sponsored group meetings as are feasible and desirable in furthering the discussion of problems faced by school trustees;
 - (v) Preparing A.S.T.A. documents to promote the above objectives, with special attention to a general Trustees' Handbook to be published annually;
 - (vi) Cooperating with other provincial and Canadian organizations in gaining their support of, and assistance with, the above projects.
- (3) To undertake A.S.T.A. central office surveys and analyses of a broad range of educational topics related to school trusteeship.
 - (4) To engage in such other activities as are conducive to attaining the educational objectives of the A.S.T.A. and to developing an appropriate external image of the Association's policies and activities.

In summary, it is apparent that the concerns of the central office have been categorized into four major areas or groupings. These are the general administration of the organization, intra-organizational and extra-organizational communications, concerns revolving about collective bargaining and finance, and matters relating to both inservice education of trustees and educational concerns in general. Each of these areas has been designated the major responsibility of one of the executive officers working under the general direction of the Executive Director.

Committees of the Alberta School Trustees' Association.

Section 2(c) of By-Law No. 5 states that the Executive of the Association

shall appoint, either from its own members or others, such special committees as it may from time to time deem advisable in the interests of the Association and prescribe their duties and functions.⁷⁴

⁷⁴Alberta School Trustees' Association, By-Laws, 1961, By-Law No. 2, sec. 2(c).

If one were to seek out the important happenings within the Association's internal structure in the year 1965, there is little doubt that one of these selected would relate to the changes made in the committee structure. To appreciate the radical revisions achieved it is necessary to go back to 1964 and review the number of committees in existence at that time and their functions.

A page of a 1964 issue of The Alberta School Trustee⁷⁵ headed "A.S.T.A. COMMITTEES - 1964", categorized the committees under four subheadings in the following manner.

I. Standing Committees

1. Annual Convention
2. A.S.T.A.-A.T.A. Joint Committee on Teacher Recruitment
3. Executive Sub-Committee (Table Officers)
4. Educational Finance
5. Legislation and Constitution
6. Public Relations and Communications
7. Resolutions
8. Teachers' Salaries

II. Appointments

1. Addressing Faculty of Education Students
2. Agricultural Schools
3. Alberta Advisory Committee on Educational Research
4. Alberta Association of Municipal Districts
5. Appendix to Salary Schedules
6. Board of Teacher Education and Certification
7. C.S.T.A. Executive
8. Curriculum
 - (a) General
 - (b) Elementary
 - (c) Junior High
 - (d) Senior High
9. Department of Highways
10. Pension Board
11. Principals' Leadership Course
12. Short Course in School Administration
13. Urban Municipalities
14. Technical and Vocational Training Advisory Board

⁷⁵The Alberta School Trustee, XXXIV, 1(March, 1964), p. 24.

III. Ad Hoc Committees

1. Insurance
2. School Building Act
3. E. Parr Scholarship Fund

IV. Fraternal Delegates

1. Alberta Association of Municipal Districts and Counties
2. A.T.A. - A.R.A.
3. Home and School
4. Montana School Boards Association
5. Saskatchewan School Trustees' Association
6. B. C. School Trustees' Association
7. Manitoba School Trustees' Association
8. A.T.A. Banff Conference
9. Union of Alberta Municipalities
10. Western Conference
11. C.E.A. Short Course
12. Alberta School Bus Operators' Association.

The names of the various standing and ad hoc committees are clearly indicative of the areas of concern assigned to each. In most cases, it was the function of the committee to study matters arising in its particular area and to make recommendations to the Executive for action. Some committees were charged with direct action, for example, the Annual Convention Committee assumed rather direct responsibility for the conduct of the annual general meeting of the Association. Co-ordinate action and liaison activities involving environmental agencies were the concerns of those individuals named to serve in the categories entitled, Appointments and Fraternal Delegates. The Ad Hoc Committees were established to deal with special concerns that were not of a continuing nature.

Early in 1965 a new committee, the Finance Committee, was added to the list of standing bodies. At the same time additional appointments were made, one to the Rural Section Executive and the other to the Urban Section Executive, plus fraternal delegates

assigned to two American organizations. These latter two were the American Association of School Administrators and the National School Boards Association.

On November 27th, 1965, the Executive Director presented the following statement⁷⁶ to the Executive at its pre-convention meeting.

The criteria for success on the part of our A.S.T.A. Executive revolve about (1) the quality of the decisions they make, and (2) the efficiency with which the decisions are implemented. Consequently, our concern must always be with the effective utilization of the Executive member's time and energy on the one hand and the optimum use of the time and talents of the appointed staff member on the other--both geared to the criteria stated above. In many ways, our formalized Executive procedures have moved closer to a realization of these ends; there is still some distance to go. The following suggestions are intended to provide a base for discussion of procedures which will help us cover that ground.

Presently, the A.S.T.A. Executive meets seven (7) times annually, with six (6) meetings being full-day sessions. There are nine (9) standing committees, although duplications reduce the actual combination of individuals to seven (7) groups. There is one (1) active ad hoc committee, and we have named representatives to seventeen (17) internal and external agencies. To say the least, if all of these units acted effectively, we would be a grossly overworked group of persons. Also, it should be noted that we spend considerable sums of money to conduct such meetings and representations.

We cannot avoid being represented on external agencies and committees; we cannot avoid Executive meetings; but the central theme of this paper is the suggestion that we can cut time and expense, and increase efficiency in decision-making and implementation, through taking a very critical look at the use of standing committees.

There is general agreement among writers in business administration and educational administration that standing committees of controlling bodies are inadvisable. They concur that the practice of organizing into standing committees is a carry over from the days in which elected officers, having inadequate resource persons and paid administrative officers at hand, were

⁷⁶ Statement covering Item 8 (A.S.T.A. Committees) of the Agenda, Regular Executive Meeting, November 27, 1965 (in the files of the Association).

forced to "run things themselves" and hence sub-divided the load. Times and situations have changed. We in A.S.T.A. have indeed changed in this respect. Frankly, we have the personnel who can bring to the Executive table, directly or through the assistance of contracts, the necessary background materials which, tempered by the practical experience of trustees, make for adequate decisions. We also have the capacity for carrying into practice your wishes. The elected officials, under these circumstances, will best serve the membership's interests by making the best collective policy decisions possible and by ensuring that they have adequate evidence that their policies are being implemented. The following suggestions are related to these objectives.

1. That, wherever possible, decisions be made (without duplication of effort) by the entire Executive, even if this means a slight extension of the time devoted to their meetings.
2. That the resources of appointed officers and any contacts they might make be fully exploited in providing background for effective decision-making.
3. That the only standing committee be the Table Officers, delegated the following responsibilities:
 - (i) to reach emergent decisions which cannot await Executive deliberation;
 - (ii) to make specific, top priority recommendations to the Executive;
 - (iii) to represent the Association in its key liaison contacts with
 - (a) the legislature and its administrative agencies; and
 - (b) the teachers' organization.
4. That the President of the Association play a major coordinating and public relations role within the organization, with consideration given to the establishment of a presidential honorarium as well as the usual reimbursements available to all Executive members.
5. That appointments be made and fraternal delegates assigned in the usual manner.

The Executive did not accept the full recommendation of the Executive Director but it did move a long way in achieving the intent of the recommendation. Following the January meeting of the Executive, the committee structure centered around the Table Officers (President, Vice-President, Past President and one other Executive

member). There were formed five standing committees, three of which had the same membership. The Table Officers constituted the Table Officers Committee, Legislation Committee, and the A.S.T.A.-A.T.A. Joint Committee. In addition, there was created a Resolutions Committee and a Curriculum Committee, each being a standing committee established to give attention and study to matters of special concern.

In speaking of the committee structure of the Association, the Executive Director stated that

Basically, as far as the decision making is concerned, I would say that 95% of the decisions will now be made by the Executive as a whole on the basis of predigested information. There is no occasion now where anybody raises a question or makes a motion that has any chance of passing without adequate background material being brought to it at the next meeting. In other words, unless it is emergent, really emergent, you can't raise an issue and pass judgment on it at any given meeting.⁷⁷

As of February, 1966, three ad hoc committees were in existence. The two such committees which were inactive in 1965, the Insurance and the School Buildings Act Committees, were replaced by two committees designed to assist in the development of closer liaison with two organizations representing units of local government in the Province, more specifically, the Union of Alberta Municipalities and the Alberta Association of Municipal Districts. These two committees are "again a breakdown of the Table Officers".⁷⁸ In each case the Executive Director serves along with two other Executive members. Two of the rural Executive members serve as the

⁷⁷ Interview with Dr. A. Kratzmann, Executive Director, Alberta School Trustees' Association, January 21, 1966.

⁷⁸ Ibid.

liaison with the Alberta Association of Municipal Districts and two urban members with the Union of Municipal Districts.

The Executive Director noted⁷⁹ that these two new ad hoc committees had been struck to explore the possibility of establishing effective liaison with these two provincial associations that are more and more passing resolutions pertaining to educational matters and which could, therefore, benefit from a closer communication with the Alberta School Trustees' Association.

As of February, 1966, the listing of appointments and fraternal delegates was very similar to those noted for 1964 with the few 1965 additions.

Zone Branches of the Association. Provision for the establishment of Zone Branches is set out in By-Law No. 10⁸⁰ which reads in the following manner:

1. For the purpose of the formation of Zone Branches of the Association, the Province shall be divided as follows and each Zone Branch shall consist of the designated Divisions and Counties together with all other districts within the area of the outside boundaries of each, excepting Zone Branch No. 7 which shall be defined under Section 3 of this By-Law.

(a) Zone No. 1

Peace River S. Div. No. 10
 Spirit River S. Div. No. 47
 High Prairie S. Div. No. 48
 Northland S. Div. No. 61
 Fairview S. Div. No. 50
 Grande Prairie County No. 1
 East Smoky S. Div. No. 54
 Fort Vermilion S. Div. No. 52

⁷⁹Ibid.

⁸⁰Alberta School Trustees' Association, By-Laws, 1961, By-Law No. 10.

(b) Zone No. 2

Lac Ste. Anne S. Div. No. 11
Edson S. Div. No. 12
Stony Plain S. Div. No. 23
Athabasca County No. 12
Barrhead County No. 11
St. Paul County No. 19
Bonnyville S. Div. No. 46
Westlock S. Div. No. 37
Sturgeon County No. 15
Smoky Lake County No. 13
Lac La Biche S. Div. No. 51
Two Hills County No. 21
Thorhild County No. 7

(c) Zone No. 3

Strathcona County No. 20
Leduc County No. 25
Lamont S. Div. No. 18
Vegreville S. Div. No. 19
Vermilion River County No. 24
Wainwright S. Div. No. 32
Provost S. Div. No. 33
Killam S. Div. No. 22
Beaver County No. 9

(d) Zone No. 4

Rocky Mountain S. Div. No. 15
Neutral Hills S. Div. No. 16
Camrose County No. 22
Red Deer County No. 23
Lacombe County No. 14
Paintearth County No. 18
Ponoka County No. 3
Stettler County No. 6
Wetaskiwin County No. 10

(e) Zone No. 5

Berry Creek S. Div. No. 1
Acadia S. Div. No. 8
Sullivan Lake S. Div. No. 9
Mtn View County No. 17
Drumheller S. Div. No. 30
Foothills S. Div. No. 38
Wheatland County No. 16
Calgary S. Div. No. 41
Red Deer Valley S. Div. No. 55
Three Hills S. Div. No. 60
Newell County No. 4

(f) Zone No. 6

Cardston S. Div. No. 2
 Medicine Hat S. Div. No. 4
 Taber S. Div. No. 6
 Lethbridge County No. 26
 Macleod S. Div. No. 28
 Pincher Creek S. Div. No. 29
 Vulcan County No. 2
 Warner County No. 5
 Forty Mile County No. 8

2. In the event that any school district not included in a division lies between the boundaries of two or more Zones as hereinbefore defined, such districts shall be deemed to be within the area of the closest on the West, and if there be none to the West, to that closest to the East, and if there be none to the East, to that closest to the South.
3. The Executive may, upon application of the area affected, alter by resolution the boundaries of any of the aforesaid Zones.
4. Zone Branch No. 7
 - (a) Zone Branch No. 7 of the Alberta School Trustees' Association shall be composed of all Roman Catholic Boards in the Province.
 - (b) Zone Branch No. 7 shall be known as the Roman Catholic School Trustees' Branch of the Alberta School Trustees' Association.
 - (c) Participation in Zone Branch No. 7 shall be open to all Roman Catholics who are school trustees in the Province of Alberta.
5. Upon the formation of a Zone Branch, its affairs shall be governed by the passage of By-Laws not inconsistent with the Alberta School Trustees' Association Act, the By-Laws of that Association or other statutes governing the educational program of the Province.

The underlying concept of today's zonal structure was set on June 17, 1942, when a meeting of representatives of the School Divisions was held to "consider more effective organization to deal with the problems of school administration"⁸¹ The representatives

⁸¹"Special Meeting of Divisional Representatives," The Alberta School Trustee, XII, 7(July-August, 1942), p. 1.

of the thirty-nine divisions which sent delegates (there existed about fifty divisions at this time) passed the following resolution.⁸²

WHEREAS each of the School Divisions, consolidated schools and smaller urban centres, at present negotiate independently, without central direction,

AND WHEREAS the A.T.A. is directed and controlled by a central authority,

AND WHEREAS this arrangement handicaps school boards to such an extent that already several groups of divisions, in self defense, have been formed to strengthen their position in negotiating with the A.T.A., so it is desirable that the A.S.T.A. should take steps to organize more completely for the purpose of meeting the A.T.A. on equal terms;

THEREFORE BE IT RESOLVED that the entire province be organized in geographical areas by grouping of the divisions in nine areas and inviting all consolidated and urban school boards within the boundaries of the respective areas to unite with them.

The same meeting passed resolutions which: adopted a proposed constitution for the guidance of units wishing to establish a branch; pressed the Government of the Province for action to ease the taxation load for school purposes; affirmed adherence to "the legal minimum of \$840.00 as a basic salary"⁸³ for teachers; proposed that where teachers were not available at the legal minimum salary the unstaffed schools should not be opened; and directed the Executive of the Association to "establish a salary committee to review proposed schedules of salaries before these are finally adopted by the branches of the A.S.T.A."⁸⁴

The developments in the zone organization over the next one and one-half decades is fairly well recorded in the following quotation from the Handbook.⁸⁵

⁸²Ibid. ⁸³Ibid., p. 3. ⁸⁴Ibid., p. 4.

⁸⁵"Zone Organization," Handbook (Edmonton: Alberta School Trustees' Association, 1958), p. 13. (Mimeographed)

In 1942 the constitution of the Alberta School Trustees' Association was amended, dividing the Province into nine zones, the main object being to endeavour to secure more uniformity of teachers' salary schedules on a zone basis. This was fairly successful for a short time, but it soon became evident that the majority of zones met to discuss salary schedule negotiations only. Consequently some zones ceased to function.

In 1956 the constitution was again amended and the nine zones were reorganized into six. These zones are similar to those set up for school superintendents. Designation of the six zones are set out in By-Law No. 10 of the Constitution and By-Laws of the Association.

The same document stresses the need for zones to be concerned with "in-service training for trustees"⁸⁶ and other activities which would greatly extend the horizons of these intermediate units. It suggested that studies and projects might be carried out to the mutual gain of all concerned, especially if a careful record were to be kept of papers, discussions and projects and the accumulated information were directed to the central office for all those wishing to use it. Zones were also seen as a testing ground for resolutions which were to be directed to the annual convention. The Handbook pointed out to the trustees that "closer cooperation between the Zones and the A.S.T.A. can prove to be beneficial to all concerned."⁸⁷

The situation had changed little by 1963 as the following excerpt from the official organ of the Association would indicate.⁸⁸

Possible functioning of the zones might be regarded as falling into four or five classifications.

⁸⁶ Ibid.

⁸⁷ Ibid.

⁸⁸ "Why Zones?" The Alberta School Trustee, XXXIII, 2 (February, 1963), p. 3.

1. Cooperation and joint consideration of policy and action related to financing within the area--salary negotiations, et cetera.
2. Cooperation in the solution of problems or the undertaking of projects beyond the ability of an individual County, Division or District; Technical and Vocational Education; Community Colleges; et cetera.
3. Cooperation in the conduct of action research within the zone area.
4. The arranging and conduct of programs devoted to information and enlightenment on matters strictly related to the educational program--guidance, curriculum, vocational education, accreditation, and the like.
5. Administration, legislation, codes of ethics, the board meeting, public relations, staff relations, et cetera.

There has been a tendency to dwell largely on number one. The need of this service is not questioned nor may it yet be developed to the best possible extent and in the most effective manner.

Our efforts, however, within the zones themselves and within the parent organization, with respect to leadership and assistance, must also be developed in the direction of the other areas as listed above. This phase of zone activity is not now entirely lacking and some splendid programs are arranged, particularly at the annual meetings of the zones.

In November, 1965, the Executive Director presented a proposal for the revision of the zone structure to the Executive members. Because this proposal has serious ramifications for the whole organizational structure of the Alberta School Trustees' Association and because it met with sufficient interest to be granted further study and consideration, the first and main section is reproduced in detail.⁸⁹

An efficient voluntary organization is one which, among other things, is truly representative of its membership and which provides adequate channels of communication between the electors and the elected in the development of its policies, in the conduct of its organizational business, and in the provision

⁸⁹ Statement covering Item 10 (A.S.T.A. Executive and Zone Structure) of the Agenda, Regular Executive Meeting, November 27, 1965, pp. 1 and 3 (in the files of the Association).

of its services. The Alberta School Trustees' Association, it is to be hoped, aims at these goals and has effected many measures which have aided in their attainment. Much could yet be done, and the proposals in this document are geared to these ends. Adequate communication between the controlling elected body (the Executive) and the membership (school boards and committees) is enhanced if there are effective intermediate units which can capitalize to a maximum upon possible communicative channels and devices. The A.S.T.A. patterns of Executive representation and Zone structure are failing to make such opportunities possible.

Figure 1 [Figure 3, page 179] shows a suggested pattern with an executive made up of 16 members. Three of these are determined at large--the president, the vice-president, and the past president. Then it is suggested that Edmonton and Calgary each form two metropolitan zones and each have 2 representatives on the executive. A single membership is afforded to each of the urban zones in the north and south of the province made up of smaller cities and larger towns. Each of the geographic zones would provide one member, and would be representative of the counties, divisions, towns, villages, rurals, and consolidateds in that zone exclusive of those contained in the metropolitan and urban zones. Finally, a rural representative would be named from Zone 7--the Alberta Catholic School Trustees' Association.

What advantages would such a revised pattern provide? All of the built-in characteristics of the present plan, which it would seem worthy to retain, are included. There is an equitable distribution of public and separate school representation; likewise, urban and rural representation is balanced. The executive would be a little larger in size, but still well within workable limits. The zones would be made up of jurisdictions which tend to think alike and which, in many instances, now meet together outside our present zone structure. There is an attempt to keep the pattern in which boards which are in close proximity would meet together, although there are a few awkward exceptions to this rule. The zone pattern clearly defines for the first time the organizational role of the urban school districts.

There is little question that the revised structure would lend itself to improved communication between the executive and its member units. Zone concerns could be brought directly to the executive discussion table and our decisions and directives could feed back very directly. In this way, zone meetings and executive meetings could be carefully coordinated in terms of dates, to capitalize upon maximum communication on a two way basis. As well, zone programming could be assisted through planning at the executive level. Together we could discuss workable procedures for such programs, their content, and the manner in which A.S.T.A. policy development would take place.

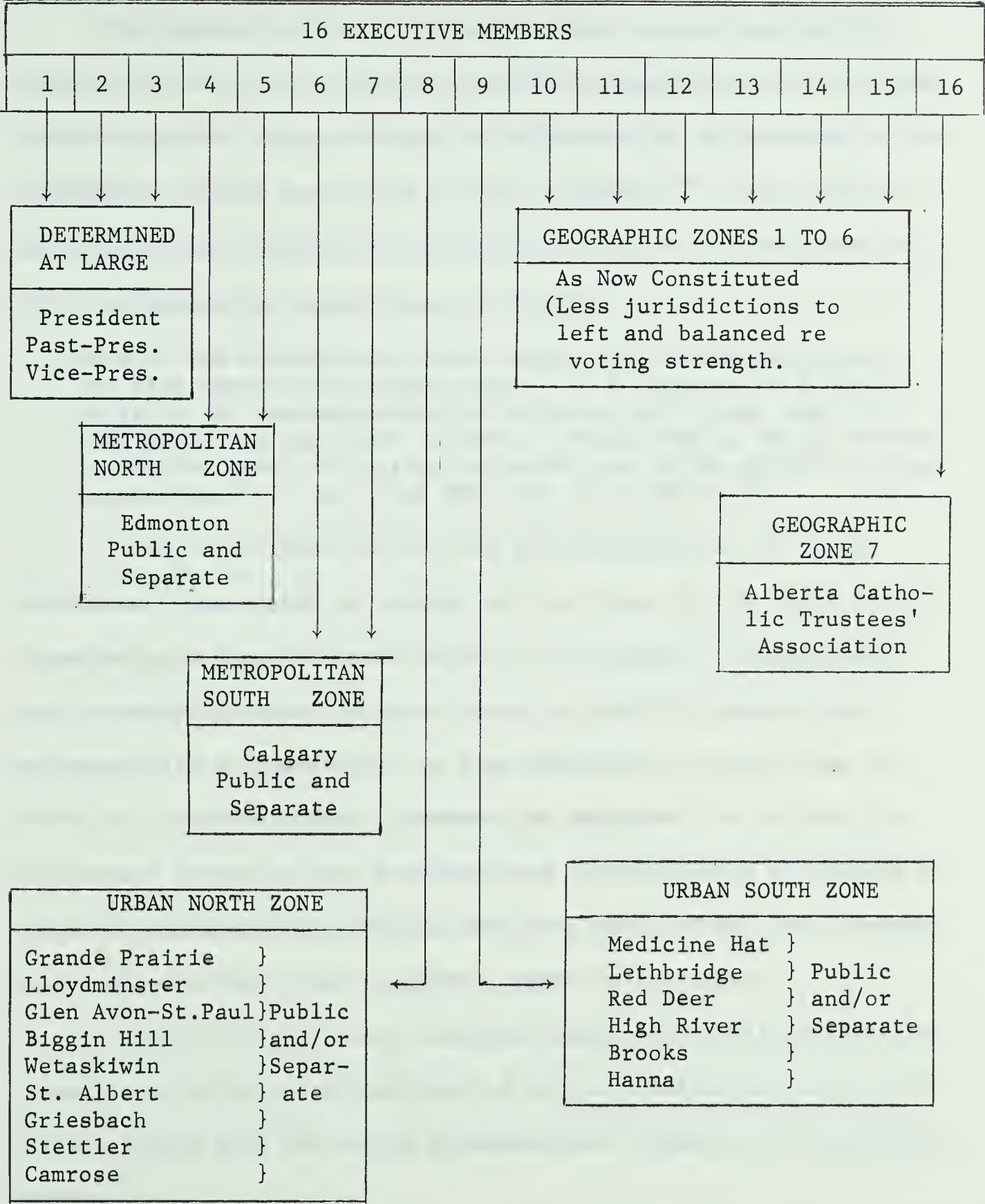


Figure 3. A suggested representative pattern for Executive membership. (Figure 1 from a statement covering Item 10 (A.S.T.A. Executive and Zone Structure) of the Agenda, Regular Executive Meeting, November 27, 1965, p.3 (in the files of the Association).)

The Executive Director predicted that a more detailed proposal based on this initial plan for the reorganization of the zonal structure would, when presented to the Executive, be directed to the membership for "an expression of their opinion".⁹⁰ When asked to anticipate the probability of success for such a proposal when subject to membership examination, he replied:

Here is the difficulty. These channels of communication are not wide open at the present time. It's going to be a big job to get it to the membership effectively but I think that if they get it in the right context, I think they'll buy it because it says to them: "A better voice for you in the affairs of the Association." I don't see why they would object.⁹¹

"One of our best hopes," was the expression of Mr. E. G. Wahlstrom⁹² when asked to comment on the future of the zones in the Association's organizational scheme. He contended that the zone had a tempering effect on local action in that it provided the trustees with an opportunity to view educational problems and concerns in a broader schema. However, he expressed the opinion that the member boards in zone meetings were closely enough affiliated because of similarity of problems that they could effectively discuss and deal with those basic elements common to the group.

There is little doubt that the zonal concept will take on new importance in the future activity of the Association and it is also fairly likely that the actual structure will change to a considerable degree.

⁹⁰Interview with Dr. A. Kratzmann, Executive Director, Alberta School Trustees' Association, January 21, 1966.

⁹¹Ibid.

⁹²Mr. E. G. Wahlstrom was elected President of the Association at its 1965 Annual Convention. He was interviewed on February 24, 1966.

Sections. Whereas the zonal structure attempted to bring together jurisdictional units on the basis of geographic proximity, the sectional structure attempts to unite those units with similar administrative and educational problems, regardless of geographic location. While the zonal structure was first conceived in the late thirties, the sections were established, for all practical purposes, at the first provincial meeting of school trustees. The initial convention of the Association for School Trustees of the Province of Alberta, held in 1907, based the representational and fee structures on the kind of jurisdictional units involved. The Association's first constitution established

That the representatives of each school district at the annual meeting shall be: For each city or town board of trustees, two delegates; for each rural district, one delegate; each to be a trustee or secretary-treasurer--without the privilege of proxy.

and, further,

That the Board of School Trustees of each rural district be requested to subscribe the sum of one dollar, town districts two dollars and the city districts five dollars per annum.⁹³

The Convention of 1921 advanced the sectional concept when it agreed that

The Association shall have an Executive to consist of: A President; First Vice-President; Second Vice-President; and eight other members of which at least one shall represent rural districts, one village districts, one consolidated districts, one town districts, and one city districts.⁹⁴

⁹³"Flashbacks," The Alberta School Trustee, XXXI, 8(September, 1961), p. 18.

⁹⁴Report of Proceedings of the Alberta School Trustees' Association Convention, February 2 and 3, 1921 Alberta School Trustees' Association, Calgary, Alberta (in the files of the Association).

By the year 1939 the utilization of the various sections was fully established, not only for the convenience of administration but also for the consideration of problems thought to be unique to trustees of a particular jurisdiction. The nature of the sectional structure, by this time, had been somewhat expanded, as is shown by the following excerpt from the Constitution of 1939 and which related to the membership of the Executive.⁹⁵

The remaining nine members to be elected by ballot in and from their respective section -

- 1 from City Districts.
- 1 from Town Districts.
- 1 from Village Districts.
- 2 from Divisions.
- 1 from Rural Districts.
- 1 from Consolidated Districts.
- 2 from Roman Catholic Districts - only one of whom shall be a city representative.

Nearly twenty years later, the sectional structure, though basically unchanged, reflected the radical revision which had taken place in the provincial organization for the administration of education. The Association's By-Law No. 2, as in force in November, 1958, stated that of the twelve members of the Executive, ten were

...to be elected by ballot in and from their respective sections -

- 3 from city districts, one of whom shall be from the City of Calgary and one from the City of Edmonton and one from the remaining city districts.
- 1 from Town districts not included in divisions or counties.
- 3 from divisions.
- 2 from Roman Catholic Districts - only one of whom shall be a city representative.
- 1 from division school trustees' associations.⁹⁶

⁹⁵"Constitution and By-Laws of the Alberta School Trustees' Association," The Alberta School Trustee, IX, 4(May, 1939), p. 21.

⁹⁶Handbook, op. cit., p. 5.

Though a sectional concept had been utilized in the administration of the Association since its very beginning, and though sectional meetings and activities were reported in the Association's magazine since its first edition, it remained until 1961 for action to be taken which would formalize the sectional structure in a constitutional document.

In 1961, when the Government of Alberta revealed its plan to establish the School Foundation Program Fund, the urban trustees endeavored to have the Alberta School Trustees' Association take the stand that "the matter should be delayed for a year and receive further study."⁹⁷ When support for this stand failed to materialize considerable concern was expressed about the position of the urban trustees in an organization which, insofar as voting power was concerned, favored the non-urban segment to an extreme degree. There is little doubt that at this point the Alberta School Trustees' Association faced the distinct possibility that two separate bodies would speak on behalf of the trustees of Alberta. This particular issue simply served to expose discontent on the part of urban trustees that had existed for some time. Lack of concern on the part of rural trustees for problems which faced the rapidly expanding city systems of education, lack of voting strength somewhat proportionate to the weight of the urban student population or the urban financial support for the Association, lack of discussion and study of topics not primarily of concern to the rural jurisdictions, and the lack of

⁹⁷"The A.S.T.A. and Its By-Laws," The Alberta School Trustee, XXXI, 8(September, 1961), p. 5.

any "reaction or support as to urban problems from the government"⁹⁸ were among the major items which fed this discontent. The failure to get the Association's support in the matter of the postponement of the foundation program merely triggered the action subsequently taken by the urban boards.

On May 31, 1961, representatives of the urban centers met to consider their plight. The Alberta School Trustee summarized the main points brought out at this meeting in the following fashion:⁹⁹

1. While withdrawal from the A.S.T.A. has been in the minds of some, consideration in this direction was turned to co-operation with the Constitution Committee in a sincere effort to find a solution to the problem, as it was felt that it would be better if one association represented all trustees. The desire was expressed to remain within the A.S.T.A. providing that changes, satisfactory to the membership, are made in the Constitution.
2. General opinion was expressed that the A.S.T.A. should be a research organization as well as a voicing organization.
3. Differences between rural and urban sections should be played down instead of stressed.

One month later, Dr. W. E. Smith, Chairman of the Urban Provisional Executive, met with the Constitution Committee in the first of a series of meetings which ultimately produced the By-Laws which were adopted by the 1961 Annual Convention. It was this set of By-Laws which, for the first time in over half a century of existence, formally recognized and documented the sectional structure. The following By-Law No. 12 of the By-Laws of the Association as amended to 1965,¹⁰⁰ sets the framework for the present sectional structure:

⁹⁸ Interview with Dr. W. E. Smith, Vice-President, Alberta School Trustees' Association, January 27, 1966.

⁹⁹ "The A.S.T.A. and Its By-Laws," op. cit., p. 7.

¹⁰⁰ Ibid., By-Law No. 7 (as amended to 1965).

1. All Member Boards shall belong to either the Urban Section or the Rural Section.
2. The Urban Section shall include the Boards of all city districts and all districts who employ their own Superintendent and any other District that applies to the Section and is granted membership. The Rural Section shall include the Boards of all Divisions and Counties and of any district not included in the Urban Section.
3. Each Section shall be responsible for the establishment of its own Constitution through the passage of such by-laws as are necessary but no by-law shall in any way be inconsistent with the Alberta School Trustees' Association Act or the By-Laws of the Association.
4. Each Section may set a membership fee and vary the same from time to time.
5. Each Section shall elect a chairman and such other sectional officers as called for by its Constitution, provided, however, that the Secretary of a Section may be either appointed or elected. All elections shall be conducted at an annual meeting to be held at the time of the annual convention of the Association.
6. It shall be the duty of each Section to consider matters relating to education and school administration which are of particular interest to the section concerned and to make recommendations to the Alberta School Trustees' Association.
7. Either section in the event of an emergency and immediate action being necessary, may take such action as is required after consultation with the Executive of the Association.

With regard to the concern about voting strength, the trustees of the urban centers were able to achieve a system of balloting that would enable them to hold "40% of the voting strength in Annual Convention", which was a position they felt to be fair and equitable. The 1961 change in the By-Laws established the following representation and voting procedure for general meetings or conventions¹⁰¹ and which met the position of minimum strength demanded by the urban group:

¹⁰¹Ibid., By-Law No. 7 (as amended to 1965).

1. All school trustees and all members of County School Committees shall be eligible to attend any annual or other general meeting of the Association and upon so attending and registering shall be delegates representing the Board of which they are a member.
2. Each Divisional Association shall be entitled to appoint one delegate to attend any general meeting or Convention of the Association provided such delegate is qualified for election for School Trustee in the District in which he resides.
3. It shall be the duty of each Board to provide the Secretary of the Association with the names of its delegate or delegates and where there is more than one delegate to designate which delegate or delegates shall have the power to cast the votes to which the Board is entitled. Each Board shall have the right to decide whether its allotment of votes shall be cast all by one of its delegates or by two or more of its delegates.
4. It shall be the duty of all delegates to register before taking part in any general meeting or convention of the Association.
5. (1) At any general meeting or convention voting shall be by ballot:
 - (a) for election of the President and the Vice-President.
 - (b) on amendments to the Constitution and By-Laws.
 - (c) when called for by any ten delegates on the taking of a vote on a resolution.(2) Voting on ordinary resolutions shall be by a show of hands by the delegates present unless a ballot vote is called.
6. Each registered delegate shall be entitled to all rights and privileges of the convention other than the right to vote by ballot which right shall be as set out in Section 7 herein.
7. On a ballot vote each member board shall be entitled to the following number of votes irrespective of its number of delegates: One vote for each thirty-six teachers or portion of this number employed as of December 31st in the year prior to that in which the vote is held.
8. The Secretary-Treasurer shall, subject to such directions as may be given from time to time by the Executive, make all necessary arrangements for registration of delegates and for ballot voting as may be necessary and both the said registration and voting shall be carried out with the assistance and under the scrutiny of a Credentials Committee to be appointed at the opening of every general meeting or convention.

When asked to comment on the urban protests of 1961 and the results stemming therefrom, the Executive Director commented as follows:¹⁰²

The compromise that was effected was that the urban people were given their franchise...and as well sections were set up so that all points of view could adequately be channelled to the Executive. There was a flurry of activity in the first year, a little less in the next year and last year these two didn't serve this purpose at all. Their major functions were to go forward with a couple of projects...¹⁰³

As for the future of the sectional structure, Dr. Kratzmann saw nothing in the future which would pull these two factions apart and predicted that eventually the Rural and Urban Sections would tend to be merely figureheads of what once had been.

Two other organizational components which might conceivably be referred to as sections of the Alberta School Trustees' Association need to be dealt with at this time. They are the divisional associations and that which might be identified as the Towns and Villages Section.

A divisional association is defined as "...an association of Trustees of the districts included in a division or county."¹⁰⁴

A divisional association is granted membership in the Association

¹⁰²Interview with Dr. A. Kratzmann, Executive Director, Alberta School Trustees' Association, January 21, 1966.

¹⁰³These two projects were the Urban Section's "The Early Childhood Study," (as yet uncompleted) and the Rural Section's "The Small High School Study" which was presented to the Annual Convention in 1965.

¹⁰⁴Alberta School Trustees' Association, By-Laws, By-Law No. 1, Sec. (h).

by virtue of The Alberta School Trustees' Association Act.¹⁰⁵ In-
sofar as representation and voting rights at convention are concerned,
it is stipulated that

Each Divisional Association shall be entitled to appoint one
delegate to attend any general meeting or Convention of the
Association provided such delegate is qualified for election
for School Trustee in the District in which he resides.¹⁰⁶

Until 1964 each divisional association delegate was entitled to one
vote. However, the 58th Annual Convention removed this right on the
strength of a resolution submitted by the Executive. Prior to this
action, the Executive issued the following background comment.¹⁰⁷

Section 7(b) of By-Law No. 7 reads as follows: "Each delegate
from a Divisional Association shall be entitled to vote."

After an extensive analysis of the situation and a complete dis-
cussion by your Executive, it was felt that this was a privilege
which was not in keeping with sound organizational procedures.
With respect to our member boards and committees, locally ap-
pointed boards who make up the membership of divisional associa-
tions act in an advisory capacity only. In no way do they have
any voting power at the divisional, county, or school district
level. Parallel to this, it would appear that the privilege
of affording them a vote at our annual convention is not con-
stitutionally sound.

It must be stressed, however, that this Association and its mem-
bership favor the participation in educational matters of all
citizenry and that it welcomes the contribution which has been
made and which will hopefully continue to be made by local
trustees and by their particular associations. The decision
before us is purely an organizational one and in no way reflects
any discredit upon the contribution which has been made by the
people in question.

¹⁰⁵The Alberta School Trustees' Association Act, R.S.A., 1955,
c. 300, Sec. 7 (3).

¹⁰⁶Alberta School Trustees' Association, By-Laws, By-Law No. 7,
Sec. 2.

¹⁰⁷Alberta School Trustees' Association, 1964 A.S.T.A. Annual
Convention Resolutions Bulletin, Association Administration Bulletin
No. 7 (September 30, 1964), p. 14.

The action by the 1964 Annual Convention certainly supports the contention of the General Secretary that the present state of these particular groups is one of semi-activity on the part of a few, maybe seven or eight, and that their future is nonexistent.¹⁰⁸

The component which might be labelled the Towns and Villages Section, has no formal structure and exists only for the purpose of meeting the requirement of By-Law No. 2, wherein it states that with regard to the Executive membership there shall be chosen

One member from a town or village district to be elected by the boards of the town districts and the village districts...¹⁰⁹

The representatives of these particular jurisdictions are gathered together at the time of the annual convention, name their representative to the Executive, and disperse. It functions to serve a constitutional obligation and nothing more.

IV. A SUMMATION

Bakke states that "it is essential that the organization as a whole mean something definite, that the name of the organization call to mind unique, identifying features."¹¹⁰ This inquiry into the nature of the organization and its structure has revealed an organization with a unique membership striving to reach its goals and fulfill its obligations as set out in the Act of Incorporation

¹⁰⁸ Interview with Mr. T. C. Weidenhamer, General Secretary, Alberta School Trustees' Association, January 11, 1966.

¹⁰⁹ Alberta School Trustees' Association, By-Laws, By-Law No. 2, Sec. 2 (c)(3).

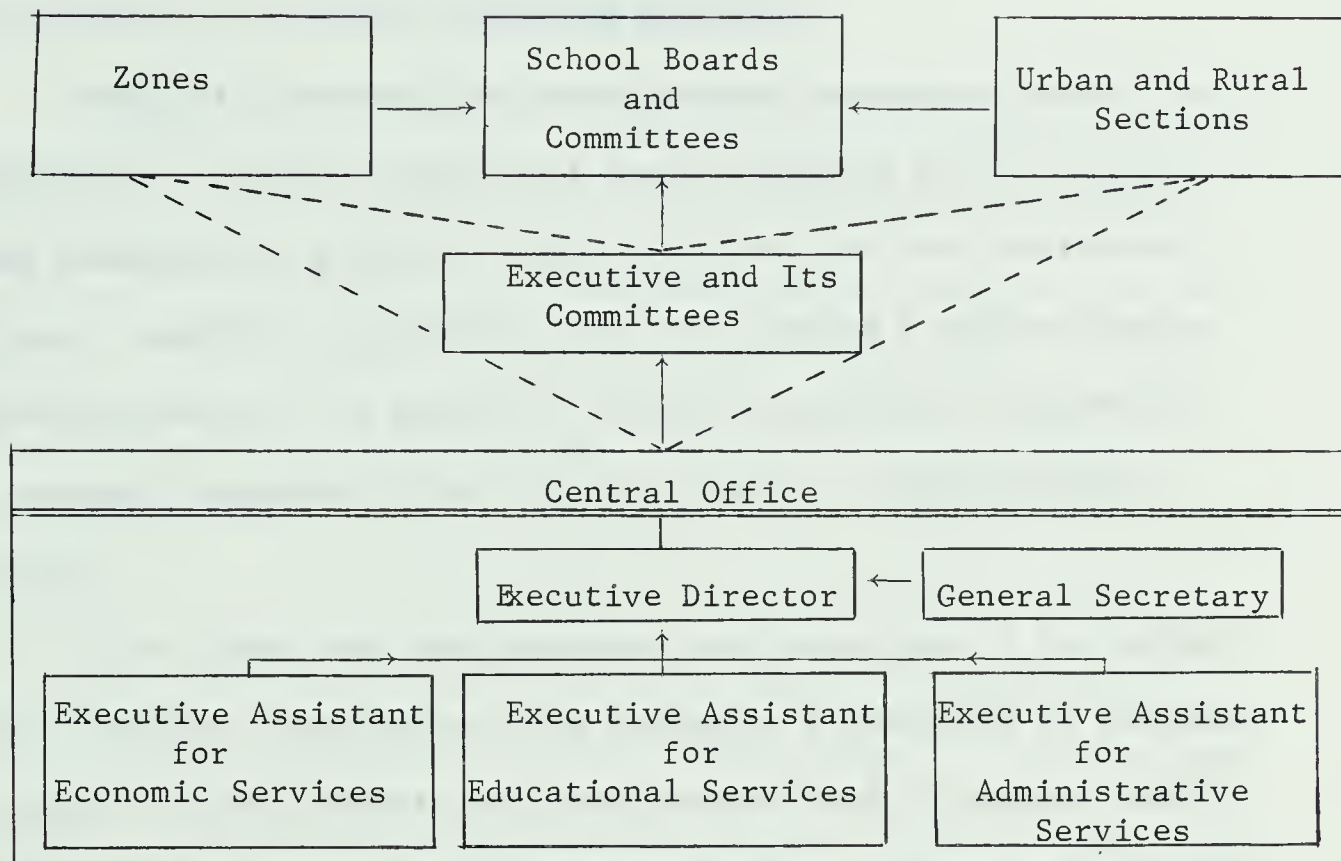
¹¹⁰ Bakke, op. cit., p. 37.

and Association By-Laws. In an endeavor to achieve its goals and meet its obligations, the membership has created a unique functional entity which, along with the major components of the entity, serve as identifying features referred to by Bakke.

Also revealed was the fact that the major structural components of the organization have been provided a basis for activity by the membership through the By-Laws. These same By-Laws provide a framework of working relationships for the major components of the Association, namely, the Executive, central office, committees, zones and sections. This framework of working relationships is represented diagrammatically by Figure 4.

So it is that this organization, the Alberta School Trustees' Association, with its unique membership, has achieved a measure of identity by virtue of its organizational structure which has evolved over the years in response to the demands imposed upon it by its environment and its participants.

Some evidence was encountered which revealed that structural adaptations have been made from time to time because of internal and external pressures acting on the organization. The zone structure was shown to have resulted primarily from environmental pressures originating, for the most part, with the Alberta Teachers' Association. The present existence of Rural and Urban Sections was a direct result of the impact of environmental changes on urban member boards, especially in the demography and economy of the Province. Because the Association as a whole failed to be responsive



Note: Solid lines represent the direct flow of authority and responsibility. Dotted lines show areas of close cooperation.

Figure 4. Diagrammatic representation of the organizational structure and working relationships of the Alberta School Trustees' Association. (Compiled from materials provided by Mr. T. Weidenhamer, General Secretary, Alberta School Trustees' Association.)

to the plight of this particular membership segment in a changing environment, there were created internal pressures which motivated adaptive alterations in the organizational structure, specifically, the creation of the rural and urban sections.

Similarly, internal and environmental pressures caused the Association to acquire additional human resources and to utilize these resources in a fashion which deviated from the traditional pattern. Executive operations have moved toward a greater degree of centralization, and agents of the Association have assumed new and broader responsibilities for the conduct of organizational activity.

It is clear that the structure and operations of the Alberta School Trustees' Association have undergone transitions in response to changes in the concepts and expectations held by persons inside and outside the boundaries of the organization. These adaptations have produced an organizational structure which, among other things, provides a degree of identity for the Association and, thus, must be considered a constituent part of the Organizational Charter.

CHAPTER X

THE ORGANIZATIONAL CHARTER (CONTINUED)

I. INTRODUCTION

Chapter IX was concerned with those identifying features of the Alberta School Trustees' Association that have been established by virtue of the Association's corporate status, the Act of Incorporation, and the governing By-Laws of the organization. Chapter X deals with the nature of the identifying features which result from the uniqueness of the major policies which guide and give direction to the efforts of the Association to achieve established goals.

Specifically, it is the purpose of this chapter to explore the:

(1) developments leading to the 1964 documentation of Association policies, (2) procedural requirements for the creation of new policies, (3) nature of current policy, and (4) organizational expectations held for the membership as revealed by the current statement of guiding policies. In addition, this chapter will deal with the Association's attempts to utilize symbolic identification to reinforce the image of the Organizational Charter in the minds of participants and observers alike.

Those identifying features revealed in Chapter IX plus those uncovered in this chapter will serve to give form to the Organizational Charter of the Alberta School Trustees' Association as conceived by Bakke in his theoretical model of the social organization.

II. GUIDING POLICIES OF THE ALBERTA SCHOOL

TRUSTEES' ASSOCIATION

The Decision to Document Association Policy

For over half a century the Alberta School Trustees' Association conducted its affairs without any clearly defined statement of policies which formally committed the agents of the organization to any particular course of action. It would appear that organizational activities revolved about issues rather than principles.¹ Not until the fall of 1963 was the need for guiding policies forcefully drawn to the attention of the membership. The Executive Director asked the following question of the assembled trustees at the 57th Annual Convention: "In terms of improving the status and service potential of the A.S.T.A., what responsibilities must each and all of us shoulder?"² His own answer to the question clearly revealed the need for and the difficulties encountered in the search for guiding organizational policy.

Of course, the first decision to be made is whether such improvement should be taken. Assuming that the majority answer is, Yes, what then? Well, all of the comments regarding procedures involving direct and indirect services to the membership of the A.S.T.A. are concerned with two issues--(1) what we stand for and (2) how we operate as school boards and committees and as an A.S.T.A. And the second is predicated by the first.

¹Supra, p. 135.

²Arthur Kratzmann, "You and the A.S.T.A.--A cooperative Design for Action," The Alberta School Trustee, XXXIII, 9(November, 1963), p. 22.

Thus, the first major issue, even before we take any decisive act is, what do we stand for as trustees and as an Association of trustees? What do we expect of our own organization, internally? What do we expect of external agencies? What are our considered judgments with respect to all major areas of school board operation which are affected by school legislation, such as curriculum, school finance, school personnel, budgeting procedures, school buildings and so on? Furthermore, you cannot expect your elected and staff officers to achieve their greatest potential for you unless they are familiar with the answers to the same question.

Many months ago your Executive decided to tackle this top priority problem, and at that time they directed your head office staff to proceed. Of course, the mandate for action in this organization comes from you, the member-boards, and from your Executive, to which you have delegated certain authority. Thus it would appear, that a search through past Convention proceedings, past briefs to the government, past Executive minutes would reveal the necessary evidence. Unfortunately, not so. For such a search was undertaken and, while many recurring statements of policy were revealed, there were also a number of contradictions and, as well, many gaps in many areas of school boards and Association operation. Then, again, there was some concern as to whether the recurring statements of, say the 1940-1950 period would reflect the wishes of today's trustees.

At this point, in attempting to develop clear, meaningful policy statements, your Executive asked appointed officers to attempt to fill in the gaps with "projections" or judgments as to what policy "might be". This was done and an office sample was prepared; this sample, in turn, was studied carefully by your elected officers--there were many modifications, deletions, and additions--and some weeks ago, an Executive sample of some 125 statements of A.S.T.A. policy was formulated. Now the word "sample" has been used again and again for a very obvious reason--you, the membership, are the only ones who can finally approve of policy. Only after you say, "Yes, this is our wish" can the word "sample" be dropped. Only after you say "yes" or "no" to a wide range of statements can your officers act and can you expect any real returns for your investment of time and money in this Association.

To us, the most important task for the A.S.T.A. to undertake is to place this sample before you (and we do not for a moment assume that it is complete--but it is a reasonably wide starting point), to have a feed-back of your opinions as member-boards on all of its items, and to draft, on the basis of your reactions, a final membership sample for approval in general meeting such as this at a later date and hopefully no later than the fall of 1964. Then, and only then, can we be sure of membership

opinions and judgments; then, and only then, can your officers say in an over-all fashion, "Yes, Mr. Teacher, Yes, Mr. Minister, Yes, Mr. Professor, this is what trustees stand for and expect;" then, and only then, can you say with any conviction, Mr. President, Mr. Executive Member, Mr. Executive Director, "This is what we seek--are you pulling your weight for us?"³

Apparently the message was received, for the Convention, by unanimous vote, passed the following motion.

BE IT RESOLVED, that officers of the association be empowered to proceed, as expeditiously and representatively as possible, with the development of a tentative A.S.T.A. policy handbook, such a compilation to be considered for adoption at a future regular or special convention of the association.⁴

A little more than one year later the Alberta School Trustees' Association issued its first collection of policy statements in a booklet entitled Policy Handbook 1964. The foreword statement by the Executive reads in the following manner.

This is the first Alberta School Trustees' Association POLICY HANDBOOK. It represents the stated position of our Association with respect to a wide range of topics pertaining to (i) the organization and operation of the A.S.T.A., (ii) the relationship of the A.S.T.A. to other groups and organizations, and (iii) the operation of school programs by the A.S.T.A. member boards and committees. The policy statements in this Handbook were approved at the 1964 Annual Convention of the Association. It is hoped that they will serve as a framework for continuous action on the part of elected officials of the Association, the central office staff, and the trustees in every part of Alberta.⁵

This policy handbook was first revised in 1965 following the Annual Convention. On November 27, 1965, the Executive approved the following recommendation regarding the handling of policy revisions.

³ Ibid., pp. 22 - 23.

⁴ "A Mandate and a Responsibility," The Alberta School Trustee, XXXIII, 9(November, 1963), p. 2.

⁵ The Alberta School Trustees' Association, Policy Handbook 1964 (Edmonton: Alberta School Trustees' Association, 1964), p. 1.

That all decisions of the Annual Convention be considered as policy decisions;

That they be incorporated in the subsequent issue of the Policy Handbook;

That the Policy Handbook be modified in terms of such decisions; and

That such policy be the current guiding framework of the organization until it is modified by future convention resolutions.⁶

Thus, all decisions of the annual assemblage will be, whenever pertinent, reflected in the guiding policy of the Association. In this light, the resolutions submitted to the annual meeting take on a new importance.

The Procedure for the Establishment of Policy

What procedure is followed in the conversion of an idea to a policy statement or policy revision? Initially, all resolutions presented to an annual convention must have been subject to scrutiny by some collectivity within the Association for resolutions cannot be submitted by individuals as such. Only member boards, zones, sections, or the Executive are permitted to present resolutions for consideration. These groups are required to direct their proposals to a resolutions committee by a specified date. In 1965 this date was the 30th of June. The Resolutions and Constitution Committee reviews the submissions of all groups and, wherever it is thought necessary or desirable, suggests rewording and/or consolidation of resolutions. Suggested revisions are directed back to the sponsoring

⁶Minutes of the Executive Meeting, November 27, 1963, Alberta School Trustees' Association, Edmonton, Alberta (in the files of the Association).

bodies. At about the same time, the sponsors of resolutions are asked to provide the Committee with statements of background data and supporting rationales. The same type of data are requested of the staff officers. All resolutions, together with the accumulated resource and background materials, are consolidated and published in the Resolutions Bulletin which is forwarded to all trustees prior to September 30th. During this same interval steps are taken to clarify the rules of procedure to be used when the resolutions are under consideration by the annual meeting. Just prior to the convention, the Resolutions and Constitution Committee meets to "review progress to date and to finalize Convention content and procedure."⁷ It should be noted that resolutions and revisions of the by-laws of the Association are processed in an identical manner. Figure 5 is a diagrammatic representation of the patterns followed in the processing of resolutions and by-laws in the Alberta School Trustees' Association as was followed for the 59th Annual Convention in 1965.

Resolutions which are submitted to the Resolutions and Constitution Committee after the deadline date are returned to the sponsors with a statement outlining the procedures that might be followed for emergent resolutions. The foreword of the 1965 Resolutions Bulletin⁸ makes the following comment about emergent resolutions:

⁷Report of Meeting, July 17, 1965, Resolutions and Constitution Committee as submitted to the Executive on September 11, 1965, Alberta School Trustees' Association, Edmonton, Alberta (in the files of the Association).

⁸The Alberta School Trustees' Association, 1965 Resolutions Bulletin (Edmonton: Alberta School Trustees' Association, 1965).

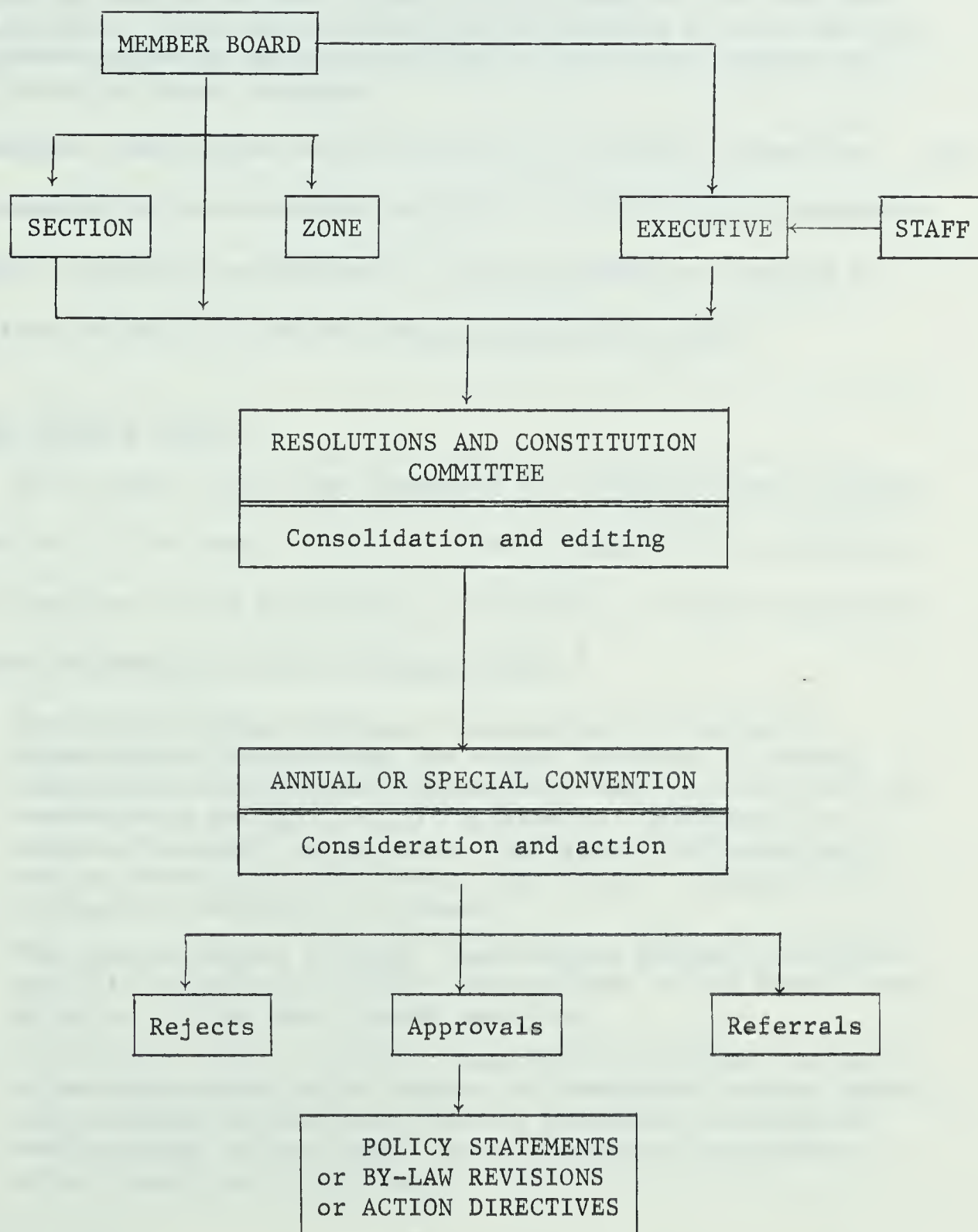


Figure 5. Flowsheet illustrating the procedure for processing Association resolutions and By-Law revisions.

The only resolutions not in this Bulletin which may be presented at the Convention will be those which are considered to be emergent. They are likely to be few in number and would be of such a nature that they could not feasibly have been presented at this time. Emergent resolutions may be considered if they gain the support of two-thirds of the delegates for such consideration. Furthermore, the sponsors must be prepared to distribute copies of such resolutions in sufficient numbers to provide for every delegate.

Two emergent resolutions were dealt with at the 1965 Convention. One was presented by the Executive and had to do with a group insurance proposal; the other, submitted by a board, asked for a change in the effective date for new building construction grants.

Current Guiding Policy

As of March, 1966, the blueprint for organizational behavior was set out in two parts. The first part, identified as the Educational Platform of the Association, was made up of five sections or separate statements in the following manner:⁹

1. The Alberta School Trustees' Association is the major organization representing the direct interests of school boards and committees of the province and, as such, solicits commensurate recognition by the Alberta Government, the Alberta Teachers' Association, the Faculty of Education, and by other organizations and individuals working in the interest of education in Alberta.
2. The Alberta School Trustees' Association offers its fullest possible cooperation, within the confines of its established policies, to the above-named agencies.
3. The Alberta School Trustees' Association reserves the right to be represented on all boards and committees having under consideration educational finance, personnel, facilities, and curricula as such apply to the operation of Alberta school boards and committees.

⁹ Alberta School Trustees' Association, Policy Handbook 1965 (Edmonton: Alberta School Trustees' Association, 1965), p. 6.

4. The Alberta School Trustees' Association is dedicated to educational equality, efficiency, and economy through the services of its membership and through the Association's interaction with the above-named agencies.
5. In serving member boards and committees who are supporting and administering school systems for all children of Alberta, the Alberta School Trustees' Association envisions ideally:
 - (i) the continuation of the principle of local control in education through trustee election and action;
 - (ii) a well-qualified and efficient corps of teachers;
 - (iii) physical plant and equipment adequate to meet the need of every learner;
 - (iv) effective learning experiences for all pupils;
 - (v) courageous and able educational leadership; and
 - (vi) an informed and supporting public.

The second portion of the organizational blueprint governing the behavior of member boards and Association representatives is entitled "Alberta School Trustees' Association Policies" and is subdivided into the six following categories:¹⁰

1. General Association Administration;
2. Curriculum and Instruction;
3. School Finance;
4. School Board Operation;
5. Research; and
6. Publicity and Public Relations.

Policies covering the administrative activities of the Association are subdivided into those that are internally directed and those that are externally directed. The former indicates the expectations held for member boards and committees, zones, sections, and the Executive insofar as relations with one another are concerned. It is here that, in a broad sense, the reciprocal rights and obligations of the various organizational components are made known.

¹⁰Ibid., pp. 7 - 19.

The second sub-group identifies and sets forth what are considered to be desired relationships between the Association and the various agencies of the environment which have spheres of interest overlapping those of the Association. This policy grouping makes known to the environment the expectations that the trustees have for their corporate involvement in matters educational.

Those policies listed under the heading "Curriculum and Instruction" deal with the Association's concerns about the interests in instructional programs and facilities; special services; and supervisory, evaluative, and developmental activities supporting the same.

The third category of policy statements are those revolving about the paramount concern of school finance. It is here that the Association presents its corporate views as to a proper and desirable basis for the financial support of the educational enterprise and those features desired in the grant structure. In addition, a request is made of the Government of Alberta to reveal the rationale supporting the program of educational financing in the Province, or any revision thereof, and to make available to member boards the facilities of the Alberta Municipal Financing Corporation for school construction costs not covered by the Foundation Program.

Statements regarding professional and nonprofessional personnel, the bargaining process, salary, tenure of teachers and supervisory personnel, working conditions, fringe benefits, teacher recruitment, the education and certification of teachers, school buildings, equipment, pupil transportation, and other allied matters are drawn together under the title "School Board Operations". In

this section the policies that relate, for the most part, to the day-by-day operations of the local jurisdictions are to be encountered. In all, some forty-seven policy statements make up this section which represents about forty-five per cent of all statements documented in the Policy Handbook. The two remaining categories, that is Research, and Publicity and Public Relations, list pertinent policy statements according to whether they are inner or outer directed. These two groupings clearly reveal the Association's present support of educational research and an awareness of the need for effective communications among its own membership and with agencies constituting its environment.

There is little doubt that the action of the Alberta School Trustees' Association in formulating and making known its position in a number of areas has brought into sharp focus many of the current issues confronting the Association. Also, the creation of this guiding policy has provided the Association with a solid foundation for consistent and effective functioning never before possessed.

Organizational Expectations for Member Boards

Examination of the policies of the Alberta School Trustees' Association revealed that they contained certain expectations that the organization held for its member boards and school committees. There are no legal or formal sanctions which can be imposed on those members of the Association which choose to ignore or deviate from the policies advocated by the organization. The Association does not possess a code of ethics or standards of acceptable conduct.

Membership units are obligated to adhere to the corporate policies only in accordance with the dictates of the corporate conscience of the individual boards and to the extent that they feel obligated to meet the expectations of the larger provincial collectivity.

What are some of the expectations held by the parent body for individual member boards? One of the first stated is that the various components of the Association should be familiar with and accept the guiding statements set forth in the documents which outline the role of the Association and its members. Secondly, members are expected to maintain close and effective liaison with the central office, especially where activities with environmental agencies are concerned. Member boards are urged to establish written statements covering local educational programs and to strive for the maintenance and extension of services and facilities supporting the educational endeavor. More specifically, the Alberta School Trustees' Association urges on its member boards and committees the following:¹¹

1. The extension and improvement of:
 - a. library facilities, services, and programs; (23)
 - b. audio-visual facilities, services, and programs; and (24)
 - c. guidance and counselling programs. (27)
2. The establishment of local policy with regard to identification and instruction of gifted pupils. (31)
3. The establishment of policies relating to the recruitment, retention, and in-service training of all employees. (49)
4. The restriction of collective agreements to matters of salaries for general and specific purposes, special allowances, sick leave, and other benefits specifically required by law. (55)

¹¹These statements are excerpts or adaptations of policy statements found in the Policy Handbook 1965. The numbers in brackets are the numbers of the specific policy statements found in the Policy Handbook 1965.

5. The promotion of the recruitment of talented students and adults into the profession of teaching. (70)
6. The promotion of pre-service teacher education through the provision of scholarships, bursaries, and low-interest loans to students. (71)
7. The cooperation with local teacher groups in the co-ordination of in-service projects. (72)
8. The establishment of procedures (other than in collective bargaining) for effective communication between board and professional personnel in matters of local policy formation and execution. (79)
9. The preparation of educational specifications for the direction and guidance of school building architects. (85)
10. The adequate provision for accident and liability insurance for trustees, teachers, non-certified personnel and pupils. (92)
11. The extension of local publicity and public relations programs with a view to interpreting school operation to the supporting public. (101)

Through such expectations the Alberta School Trustees' Association strives to achieve a greater degree of educational and administrative efficiency on the part of the membership units and to secure greater educational equality throughout the Alberta educational system.

III. SYMBOLIC IDENTIFICATION

Bakke asserts that symbols

are actually particular items of the several basic resources which serve as cues to bring to mind the content of the Organizational Charter and reinforce its hold upon the minds of both the participants and the outsiders.¹²

¹²E. Wight Bakke, "Concept of the Social Organization," Modern Organization Theory, Mason Haire, editor (New York: John Wiley and Sons, Inc., 1959), pp. 37 - 38.

Symbolic identification then might be defined as those attempts, deliberate or otherwise, of the organization to give itself a ready means of identification in the minds of participants and outsiders by the utilization of symbols in the form of words, physical objects, or the acts of individuals or collectivities.

Until very recent times, the major attempt to provide the Association with some form of symbolic identification centered around the printed page. The various identifying and often emblematic designs of the covers of the Association's official organ, The Alberta School Trustee, represent the most concerted and consistent endeavors in this direction. The first issue of The Alberta School Trustee (a cooperative venture with the Alberta Teachers' Association) in March, 1931, utilized a circular crest (based on the abbreviated form of the Association's name, specifically, A.S.T.A.) on the cover and traditional gothic type for the title. These two identifying features of the Association's magazine were in evidence until December, 1961, though both had been relegated to usage on the title page by this time. In May, 1943, the magazine's cover design incorporated the floral emblem of Alberta, the wild rose, and this particular trend was continued, with variations, for some twenty years. The first issue in 1964 saw the adoption of bold-face block letters for the title and the introduction of the slogan: education, equality, efficiency. Both the block letters and the slogan were to last only until 1965.

The May, 1964, issue of The Alberta School Trustee unveiled a new crest to replace the circular design which had been used for so many years. This crest, currently used on the masthead page of the magazine, is structured from a triangular unification of A.S.T.A. This crest, along with the slogan, "Serving Alberta's youth", has also been used to identify Association bulletins. However, the A.S.T.A. Newsletter,¹³ in its first issue, noted that the publication of various Association bulletins had been discontinued. Since neither the crest nor the slogan appeared in the make-up of the first issue of the newsletter, one might assume that both symbols, the crest and the slogan, have been set aside.

Two corporate acts have come close to having symbolic importance for the trustees of Alberta. One is the annual convention which has served as a physical and emotional rallying point for nearly sixty years. The other, closely related to the first, is the yearly submission which is made to the Provincial Government following the annual convention. This submission is made by selected Executive members and staff officials. Both acts have become symbolic through prolonged and consistent reoccurrence.

Two recent developments show some promise of providing items or cues that will serve to give an identity to the Association in the minds of participants and outsiders. One such development is the recent bold and extended application of the Association's

¹³ Alberta School Trustees' Association, A.S.T.A. Newsletter, Vol. I, No. 1 (February 22, 1966).

name and its abbreviation, A.S.T.A. The other is the sponsoring of research activities--a new endeavor for the Association--that has appeared to catch the imagination of many trustees, agents, and observers. It is quite possible that activities that have hitherto been unanticipated for the Association may well provide the Association with a new vehicle for symbolic identification. The investigations conducted by Dr. L. W. Downey and entitled The Small Alberta High School¹⁴ is an example of such an act.

IV. A SUMMATION

The Alberta School Trustees' Association has gained its legitimacy, for the most part, from three written documents. The first is The Alberta School Trustees' Association Act, the original version of which was passed by the Provincial Legislature in 1939. The second is the Association's own set of governing By-Laws. These, which have been identified as the Constitution of the Association from time to time, have existed in various documentary forms since the time of the founding convention in 1907. Finally, legitimacy for the corporation and its participants has been achieved by the recently created statements of policy, formally documented for the first time only slightly over two years ago. In addition, the corporation, the member boards and school committees, and the individual participating trustees, find legal identity in the many and assorted

¹⁴Lawrence W. Downey, The Small Alberta High School: A Report of an Investigation (Edmonton: The Alberta School Trustees' Association, 1965).

legal enactments which are pertinent to each in their own right. Thus, those happenings legitimizing the function, goals, policies, and rights and obligations of the organization and its participants have occurred at different and widely separated times throughout the life-span of the Province of Alberta.

By examining the evolution of these various legitimizing occurrences, the realization has been created that one of the prime problems confronting the Association during its fifty-odd years of existence has been its inability to establish an organizational image of significance for participants and observers alike. The evidence suggests that only recently has the organizational image begun to take on a clarity of dimension and substance. With this development, it is likely that a new respect for the Association will evolve, within the individual participants and environmental observers alike.

CHAPTER XI

BASIC RESOURCES

Basic resources are those actual and potential resources available to the organization for the actualization of the organizational charter. Such resources can be logically categorized into five major classifications: human, material, capital, natural and ideational. Human resources, according to Bakke, are "the most prominent of the organization's basic resources."¹ They include not only the actively involved membership elements of the organization but also the agents acting on their behalf. In addition, the human resources must be thought to include the potential (those who might be available) as well as those actually involved at the moment in question.

Material resources consist of raw materials (excluding the human elements), equipment, and plant owned by or available to the organization.

Capital resources are those tangible expressions of wealth "available for ownership and utilization in acquiring, transforming, and welding together the other resources of the organization."²

Natural resources are those "products of nature (not processed through human activity), owned and/or utilized, or available for ownership and/or utilization by the organization."³

¹E. Wight Bakke, "Concept of Social Organization," Modern Organization Theory, Mason Haire, editor (New York: John Wiley and Sons, Inc., 1959), p. 40.

²Ibid., p. 41.

³Ibid.

Bakke speaks of ideational resources as being simply ideas and language. They consist of the ideas that are used, or available for use, by the members or agents of the organizations and by those persons outside the organization who are affected by or who affect the organization. Included in the ideational resources are the various ways in which ideas are expressed and communicated. Bakke suggests that as a start one might examine ideas which "(a) stimulated, (b) guided, and were used (c) to correct and (d) to justify decisions and actions of the participants whose organizational behavior was involved."⁴ Ideas are taken to include concepts of held and shared values relating to organizational, group, and personal ideals, beliefs, et cetera; the self as seen by participants; the character of the organization; the facilities and resources of the organization; plus those organized bodies of data and knowledge available to and utilized by the participants and their agents.

Basic resources, when treated within the conceptual framework formulated by Bakke, range far beyond the general notion of plant and material holdings. Insofar as was possible, it was within this conceptual framework that the resources of the Alberta School Trustees' Association have been examined.

I. HUMAN RESOURCES

The human resources of the Alberta School Trustees' Association fall into two broad categories: those that constitute the membership

⁴Ibid.

boards and committees and are elected to serve, and those hired to serve as agents for and to act on behalf of the general membership. These two groups were categorized as the membership and the agents.

Membership

The membership, for the most part, has consisted of collectivities operating as corporate entities in the name of membership boards and committees. In 1965 there existed 162 such entities which paid fees to the Association and which could, therefore, properly be called membership components. These membership units involved a total of 883 individual trustees and employed some 14,803 teachers to serve in the various jurisdictions. It should be noted that at the time of writing not a single jurisdiction had chosen to write itself out of the Association as is provided for in The Alberta School Trustees' Association Act.⁵ Because the ballot voting strength of the individual members is calculated on the basis of the number of teachers employed by each jurisdiction, each membership board does not have equal weight in the decision-making process when such involves the corporate whole. An analysis of the membership components of the Association is shown by Table XI.

When one considers the total human resources, actual and potential, available to the organization through the elected segment, either directly or indirectly, one is certain to be struck by its magnitude. Not only does the Association have the skills and talents

⁵The Alberta School Trustees' Association Act, Revised Statutes of Alberta, 1955, Chapter 300, section 8.

TABLE XI

ANALYSIS OF MEMBERSHIP, TRUSTEE INVOLVEMENT, AND TEACHERS EMPLOYED
ACCORDING TO TYPES OF JURISDICTIONS AS OF 1966

| Type of Jurisdiction | Member Boards ^a or Committees ^a | | Trustees ^b Involved ^b | | Teachers ^a Employed ^a | | Ballot Vote ^c Strength ^c | |
|-------------------------|--|-------|--|-------|--|-------|---|-------|
| | No. | % | No. | % | No. | % | No. | % |
| DIVISIONS ^d | | | | | | | | |
| Total | 32 | 19.8 | 170 | 19.3 | 2701 | 18.2 | 75 | 15.2 |
| COUNTIES | | | | | | | | |
| Total | 27 | 16.7 | 260 | 29.4 | 3314 | 22.5 | 103 | 20.8 |
| DISTRICTS | | | | | | | | |
| Cities: | | | | | | | | |
| Public | 9 | 5.5 | - | - | 6032 | 40.7 | 172 | 34.7 |
| Catholic separate | 10 | 6.2 | - | - | 1656 | 11.2 | 51 | 10.3 |
| Total | 19 | 11.7 | 109 | 12.4 | 7688 | 51.9 | 223 | 45.0 |
| Towns: | | | | | | | | |
| Public | 12 | 7.4 | - | - | 399 | 2.7 | 17 | 3.4 |
| Protestant sep. | 2 | 1.2 | - | - | 78 | .5 | 3 | .6 |
| Catholic public | 1 | .6 | - | - | 18 | .1 | 1 | .2 |
| Catholic separate | 28 | 17.3 | - | - | 117 | .8 | 28 | 5.7 |
| Total | 43 | 26.5 | 219 | 24.8 | 612 | 4.1 | 49 | 9.9 |
| Villages: | | | | | | | | |
| Public | 3 | 1.9 | - | - | 52 | .4 | 3 | .6 |
| Catholic separate | 7 | 4.3 | - | - | 31 | .2 | 7 | 1.4 |
| Total | 10 | 6.2 | 30 | 3.4 | 83 | .6 | 10 | 2.0 |
| Rurals: | | | | | | | | |
| Public | 18 | 11.1 | - | - | 273 | 1.8 | 21 | 4.3 |
| Protestant sep. | 1 | .6 | - | - | 1 | .0 | 1 | .2 |
| Catholic separate | 6 | 3.7 | - | - | 38 | .3 | 6 | 1.2 |
| Total | 25 | 15.4 | 63 | 7.1 | 312 | 2.1 | 28 | 5.7 |
| Consolidateds | | | | | | | | |
| Total | 6 | 3.7 | 32 | 3.6 | 93 | .6 | 7 | 1.4 |
| Total(all districts) | 103 | 63.5 | 453 | 51.3 | 8788 | 59.3 | 317 | 64.0 |
| GRAND TOTAL | 162 | 100.0 | 883 | 100.0 | 14803 | 100.0 | 495 | 100.0 |

Source: Adapted from information found in the listing of fee-paying jurisdictions and the mailing list, both in the files of the Association.

^aDetermined from the listing of fee-paying jurisdictions.

^bTaken from the Association's mailing list, February, 1966. It did not provide for breakdowns within the major classifications.

^cCalculated on the basis of one ballot vote for "each thirty-six teachers or portion of this number employed" as set out in Section 7, By-Law No. 7 of the Association's By-Laws, 1965.

^dIn 1965, the County of Sturgeon No. 15 was reverted to its former municipal status and the Sturgeon School Division No. 24 reestablished. This development has been taken into account in this table.

^eIncludes only boards receiving school grants.

offered by individual trustees, it has as a potential the skills and talents of those many individuals who serve as agents for each of the 162 membership units. There is little doubt that simply because of the numerical strength of the membership, the range of human resources available for exploitation is very wide indeed. Such has always been the case for the Alberta School Trustees' Association.

The elected officers. Within the sphere of the total general membership, there exists the smaller subgroup known as the Executive which, though numerically small, has had assigned to it broad powers and responsibilities by the general membership. Examination of the membership of the Executive, as of February, 1966, revealed a diversity in its composition, both in a geographical and occupational sense. Of the one dozen members constituting this body, two were women and the balance men. They came from all parts of the Province: ranging from Slave Lake in the north to Pincher Creek in the south, and from Banff in the west to Medicine Hat in the east. The major urban centers (Edmonton, Calgary, Lethbridge, and Medicine Hat) provided half the executive strength. The occupational range included housewives, managers and owners of businesses, insurance and investment brokers, farmers, a newspaper publisher, and a university professor. This leadership component of the Alberta School Trustees' Association displayed a wide and varied background for the decision-making endeavors assigned to it by the corporate body.

The Agents

The agents of the Association might logically be classified as (1) staff officers and (2) consultants. Staff officers are those persons whose services are contracted for a sustained period and who are totally committed to the organization. Consultants provide their services only for intermittent periods and are committed to a much lesser degree. In 1966 the Association employed five staff officers who bore the designations of executive director, general secretary, executive assistant for economic services, executive assistant for educational services, and the executive assistant and editor. Consultant services were utilized in dealing with problems requiring unique skills in fields such as law, economics, education, and the like, and were provided by persons who normally function outside the Association but who possessed the required specialized skills and talents.

The staff officers. From 1920 to 1942, the administration of Association affairs was accomplished by means of membership committees, involving the Executive for the most part, plus the conscientious efforts of Mrs. A. H. Rogers, secretary-treasurer and first editor of The Alberta School Trustee. Though the position of secretary-treasurer was, in the first instance, a gratuitous one, it soon provided a modest remuneration for the incumbent for services rendered which included the provision of such office space as was required for the carrying on of the routine clerical tasks. By 1942, a salary of six hundred dollars was being paid to the secretary-

treasurer plus another two hundred dollars for the duties performed as editor of The Alberta School Trustee. At this time, 1942, membership fees were collected from some 247 of the then operational 3625 jurisdictional units and about seven hundred copies of the twenty-five page magazine were distributed eleven times a year throughout the Province.

In the fall of 1942 the Executive of the Association took a major step forward when it opened a full-time office and engaged a stenographer to work with the newly appointed secretary-treasurer, Mr. A. G. Andrews of Sedgewick. The establishment of such an office was the first for any trustees' association in Canada. Mr. Andrews brought to the post a background as a teacher, trustee, and member of the Legislative Assembly.

When Mr. Andrews retired in 1956 his place was taken by Mr. T. C. Weidenhamer whose background was somewhat similar to that of Mr. Andrews. He had been a teacher, farmer, and trustee. During his nine years as trustee of the Foothills Divisional Board, Mr. Weidenhamer served as chairman of the Board for six of these. In 1959 the Executive moved to expand its services and advertized for an assistant to the secretary-treasurer. This position was filled by Mr. A. G. Wilks, a specialist in the field of school and municipal finance. He soon became heavily involved in activities associated with collective bargaining and was eventually designated as the executive assistant for economic services. This position he held until his resignation from the Association in 1965.

The year 1962 saw the Alberta School Trustees' Association take its second major innovative action regarding organizational administration when it reached outside the realm of trusteeship and contracted the services of Dr. A. Kratzmann to head the activities of the Association. An Australian by birth, Dr. Kratzmann brought to the organization prior experience as a teacher, practicing administrator, and student of educational administration. He was given the title of executive director and made responsible for the "general management of the affairs and the operation of the Association"⁶ as of July 16, 1963. At the time of writing, he had submitted his resignation (to take effect August 31, 1966) and had accepted a professorship in the Faculty of Education, University of Alberta.

In 1964 another addition was made to the list of staff positions when Mr. J. Roebuck was appointed as assistant general secretary and associate editor. Late in 1965 his designation was changed to that of executive assistant and editor. He brought to the Association considerable experience with writing, publishing and information dispersion in the industrial world.

Further growth in the number of staff positions took place in 1965 when an executive assistant for educational services was added to the roster. Mr. S. G. Maertz, an assistant superintendent and graduate student of educational administration, was brought into the organization to fill this newly created position. Just prior to his engagement, the Association obtained the services of

⁶ Minutes of the Executive Meeting, January 15, 1966, Alberta School Trustees' Association, Edmonton, Alberta (in the files of the Association), Enclosure No. 23.

Mr. L. G. Young to fill the position of executive assistant for economic services. Mr. Young, a native of Quebec, brought considerable experience and formal training in the field of industrial relations and economics to the position previously held by Mr. Wilks. During this period of rapid staff expansion, Mr. Weidenhamer retained the position of general secretary of the Association.

There is little doubt that the Alberta School Trustees' Association has added significantly to the totality of its human resources during the past decade by the development of a staff leadership team which has great potential borne of its high degree of specialized training and wide range of field experience. This team, if retained and supported, should provide great assistance in the Association's attainment of its organizational goals.

The consultants. From time to time in its past, the Association has reached out into its environment for assistance from those individuals and agencies which offer special skills deemed necessary in coping with problems confronting it. Sometimes these special skills have been made available without charge but most often they have been provided on a contractual basis.

By the end of the 1920's, the Association had called upon outside assistance to meet three special problems. The first such problem was that of providing for the annual audit of the organization's financial statement. Various individuals and firms have provided this particular service over the years. The second specialized problem was the administration of the Pool Fund. The 1919 Convention

directed that travel costs be pooled and borne equally by all delegates. The administration of this fund was, for many years, handled by the staff of the United Farmers of Alberta who were loaned to the Association on a gratis basis. The third problem area was in the field of insurance. As early as 1928 the Association was very directly involved in attempts to give some order to insurance problems confronting the member boards. From that time to the present the organization has made use of a multiplicity of individuals and firms in its endeavors to cope with this particular problem. The following report from a recent issue of The Edmonton Journal⁷ reveals the Association's intention to make extensive use of consultative service in the insurance field in the future.

A single group insurance plan which would cover all teachers, school administrators and other school employees takes a big step closer Saturday.

Dr. Arthur Kratzmann, executive director of the Alberta School Trustees' Association, said Monday an agent of record for the province-wide plan will be appointed then.

The proposal was approved in principle by trustees at the ASTA convention last December.

Three types of insurance--life, medical, and salary continuation--would be offered. It would be carried at the option of each local school board...

The agent of record would consult with the A.S.T.A. and then call for submission from the insurance companies.

The most consistent and extended use made of any single outside agency has been in the legal domain. In 1936 the Executive of the Association agreed to retain the legal firm of Parlee, Freeman

⁷The Edmonton Journal, March 7, 1966, p. 3.

and Smith of Edmonton for the sum of four hundred dollars per annum. This firm, which has since become known as Clement, Parlee, Irving, Mustard and Rodney, is still acting as solicitors for the Alberta School Trustees' Association for an annual retainer of seven hundred fifty dollars.

Since 1959 there has been a very noticeable increase in the utilization of outside consultants. A major portion of the expenditures associated with such services has been in connection with educational finance but there has been a shift away from this focal point in the past year. Personnel from the Department of Educational Administration and the Department of Economics, University of Alberta,⁸ have been retained consistently to offer information and assistance to the Executive and its membership with regard to matters associated with the financing of education. A firm of chartered accountants, Deloitte, Plender, Haskins and Sells, was retained to conduct a "Survey of Alberta School Financing 1960, 1961 and 1962."⁹ In the search for a suitable candidate for the position of executive director, the Executive employed the services of a business counsellor. More recently, a firm of business consultants has been engaged to provide direct membership service in the area of contract negotiations between

⁸The two most widely used individuals have been Dr. G. L. Mowat, Professor, Department of Educational Administration, Faculty of Education, and Dr. E. J. Hanson, Professor of Economics and Associate Dean of the Faculty of Graduate Studies, University of Alberta, Edmonton.

⁹"Survey of Alberta School Financing 1960, 1961 and 1962" prepared by the firm Deloitte, Plender, Haskins and Sells (Edmonton: Alberta School Trustees' Association, October, 1962).

local jurisdictions and their teachers. Consultants provided by this firm are referred to as central or external consultants so as to distinguish them from a group identified as area or internal consultants.

This latter group are somewhat unique insofar as the Association is concerned in that they are selected, trained, and assigned specific roles by the Association's staff officers. This particular adaptation appears to have been a rather direct copy of a similar type of program instituted at an earlier date by the Alberta Teachers' Association. In the 1950's the Alberta Teachers' Association drew into its service structure a number of selected teachers who were given special training in the collective bargaining process and then assigned, as required, to assist local units in their attempts to achieve improved salaries and working conditions. The trustees, in an attempt to meet this challenge from the environment, responded by instituting a similar program. It was agreed that specifically designated trustees and employees of the membership boards and committees (exclusive of teaching personnel) be given training in techniques of negotiations and then utilized to aid local jurisdictions in the conduct of negotiations when the assistance was requested. In addition, provision was made for membership boards to retain the services of area consultants directly without any reference to the central office if such was their wish.

In 1964 the Urban and Rural Sections of the Association undertook to launch separate studies focused on concerns of a more purely educational nature. The Rural Section initiated "a study of

the small high school with a view to determining ways and means by which services in such schools might be improved."¹⁰ Dr. L. W. Downey, at that time Head of the Department of Secondary Education, Faculty of Education, University of Alberta, was selected to head the project. The Urban Section launched, at the same time, an inquiry into the education of children of preschool age. Dr. W. H. Worth, Head of the Department of Elementary Education of the Faculty of Education, University of Alberta, was chosen to direct this project. With these moves to become directly involved in the study of problems not closely affiliated with educational finance and collective bargaining as such, the Association has retained the services of outside consultants with special skills and knowledge never before utilized in a contractual and formal manner.

The Alberta School Trustees' Association has, during the past half decade, greatly expanded its supply of effective human resources, both actual and potential, by reaching outside its own organizational structure in an unprecedented scale to deal with the many complex problems facing not only its own membership but the entire educational enterprise. Such action, if continued, must surely result in the widening of the sphere of influence of the organization.

II. MATERIAL AND NATURAL RESOURCES

Material and natural resources, as defined by Bakke,¹¹ occupy a position of secondary importance insofar as the Alberta School Trustees' Association is concerned. Material resources are

¹⁰"Speaking of Projects," The Alberta School Trustee, XXXV, 1 (March, 1965), p. 2.

¹¹Bakke, op. cit., p. 41.

those raw materials, equipment, and plant presently owned by the organization and employed in operations of the organization, or those which are potentially available for ownership or employment.¹²

Natural resources are products of nature available for organizational use which have not been, as in the case of material resources, "processed through human activity."¹³ Thus, natural resources, when examined in the light of this definition, have little relevance for the Association, and material resources, though of greater importance, cannot be identified as being of salient concern.

In the terminology of the Association's financial and budgetary statements, these particular resources might most readily be identified as furniture and fixtures, leasehold improvements, rent, utilities, office supplies, and the like. It was not until 1928 that the Association purchased its first piece of equipment, a typewriter, for use by the secretary-treasurer. Some nine years later, according to the records examined, the Association recorded its first payment of rent as such. In 1942, as was noted earlier, the first full-time office was established and a proposed annual budget struck which allowed six hundred dollars for office and telephone rental, three hundred dollars for stationery and office supplies, and five hundred dollars for required office equipment.¹⁴

By the year 1965, the value of furniture and fixtures owned by the organization, calculated at cost less accumulated depreciation,

¹²Ibid.

¹³Ibid.

¹⁴P. G. Davies, "Report of the Finance Committee," The Alberta School Trustee, XXI:11 (December, 1942), p. 12.

amounted to \$16,360.43, the annual rent (including telephone and other utilities) required approximately \$8500.00, and the cost of office supplies was close to \$4700.00 for the year's operation.

Printed materials, one of the major material resources utilized in the activities of the Association, has always been a substantial cost item. Just prior to the establishment of the first permanent office in 1942, the cost of printing the magazine and convention materials amounted to nearly \$1300.00 or about forty-three per cent of the total 1941 expenditures. In 1965, though the total cost of these two items had risen to the neighborhood of \$6500.00, they accounted for less than five per cent of the total annual expenses.

The material resources utilized by the Alberta School Trustees' Association are those characteristic of any office which carries on a day-to-day business operation and which is heavily committed to the dissemination of information. The plant and facilities provided for the use of the organization's agents and membership personnel might, until recent years, have been described as minimal. Since 1956 there has been gradual improvement in this area but, by comparison with many other business establishments with comparable budgets, the material resources must still be considered modest.

III. CAPITAL RESOURCES

Capital resources are "the wealth or symbols of wealth owned and utilized or available for ownership and utilization in acquiring, transforming, and welding together the other resources of the

organization."¹⁵ The acquisition of adequate capital resources has been a major problem confronting the organization from its very beginning. For the most part, capital has been derived from membership fees though some revenue has, at various times, been in the form of grants and payment for advertising and display space. From 1907 to the present, membership fees have been the one major and consistent source of capital.

A resolution was passed at the 1919 Annual Convention requesting the Government of Alberta to deduct membership fees from grants paid to the local jurisdictions. In November, 1920, the same request was placed before the Minister of Education by the Executive, but was subsequently rejected. Repeated efforts were made to obtain governmental assistance in this regard but it was not until 1941 that the Department of Education was instructed to collect fees for the Association by making the required deduction from the grants paid to member boards.

Various documents of the Association suggested that capital resources were always minimal though seldom was there ever an indication that specific projects had to be abandoned because of a lack of finances. It is true that some evidence was found of economy moves, especially at the height of the depression years in the thirties. On one occasion it was even suggested that the annual convention be not held because of the cost involved. This suggestion was turned down.

¹⁵Bakke, op. cit., p. 41.

By 1938 the financial position of the Alberta School Trustees' Association reached such a low point that the very existence of the organization was threatened. This was at a time when the teachers' provincial group was reaping the benefits of recent legislative action which provided for compulsory membership and the collection of dues by the school boards of the Province. An appeal was directed to the Government asking once again for assistance in building up the strength of the trustees' association. In 1939 the Government acquiesced to the extent that it provided for compulsory membership in the Act of Incorporation. However, the collection of membership fees was to remain the responsibility of the Association. One year later the Finance Committee reported to the general membership that

Your Committee, consisting of Messrs. Hennig, Ottewell, and Davies, was appointed by the Executive within the past four months for the purpose of studying the financial situation arising as a result of the reorganization of the school system in the Province.

This Committee has gathered certain data which will be available at this Convention, but, at the moment it is not intended to make an extensive report.

Up until the end of the year 1938 this Association had managed to operate with a small surplus each year, and consequently had created a reserve in a Savings Account in the sum of \$3,443.74. However, the Convention held at Edmonton in January, 1939, was the first one to seriously reflect the financial consequences of the replacement of the rural school organization with the Divisional unit, and the Report of the Secretary-Treasurer for the year just closed reveals that it was necessary to transfer the sum of \$1500.00 from the Savings Account to Current Account to continue operating. This leaves a balance on hand in Savings Account of approximately \$1,976.00, and it is apparent that one more year's operation with a similar transfer will wreck the financial position of the Association.

Your Executive are convinced that this is one of the most serious problems that has to be dealt with by this Convention,

as the very existence of the Association is at stake.¹⁶

Two days later, on January 26, 1940, the Finance Committee, in a subsequent report to the convention, offered the following suggestions and observations.

To carry on for another year would deplete completely the remainder of the reserve fund.

Therefore, if the Association is to continue its work and remain solvent, one of two things must be done:

1. Expenditures must be reduced by at least \$1500.00 annually; or
2. Steps must be taken to increase revenue to the same extent.

To reduce expenditure appreciably, services now carried on would have to be both curtailed and eliminated. If the necessary adjustments were made in this manner, publication of the Magazine would have to be discontinued, the present arrangement for free legal consultation would have to be dispensed with, and other additional reductions would have to be effected. This, your Committee considers, would be a suicidal policy.

It therefore recommends:

1. That the annual fees be revised and set as follows:

| | |
|---|----------|
| The Public School Boards of the cities of Calgary and Edmonton..... | \$ 75.00 |
| The Separate School Boards of the cities of Calgary and Edmonton..... | 25.00 |
| The Public School Boards of the cities of Lethbridge and Medicine Hat..... | 50.00 |
| The Separate School Boards of the cities of Lethbridge and Medicine Hat..... | 15.00 |
| The Public School Boards of the cities of Drumheller, Red Deer and Wetaskiwin..... | 25.00 |
| The Separate School Boards of the cities of Drumheller, Red Deer and Wetaskiwin..... | 10.00 |
| The Boards of Town Districts not previously herein specified..... | 15.00 |
| The Boards of Village Districts..... | 5.00 |
| The Boards of Consolidated Districts..... | 10.00 |
| The Boards of Divisions Districts..... | 50.00 |
| The Boards of Rural Districts..... | 2.00 |

¹⁶ Alberta School Trustees' Association, "Review of The Alberta School Trustees' Convention held in Calgary, Jan. 24th, 25th and 26th, 1940," The Alberta School Trustee, X:2 (February, 1940), p. 1.

Divisional Associations..... \$ 2.00
 Inspectorate Associations..... 2.00
 The above would produce a revenue of approximately \$4,185.00.¹⁷

The recommendation to establish the above mentioned fee structure was adopted "almost unanimously", and so the first radical expansion in the nature and amount of membership fees since 1921 was achieved.¹⁸

The following year the Finance Committee asserted that it was satisfied that the revised schedule of fees was sufficient provided that the membership boards made their payments to the central body. It reported to the 1941 Annual Convention that:

In order to "close the gap" at present existing between the fees levied and fees collected, your Committee (with the approval of the Executive) begs leave to recommend as follows:

"Resolved that the Alberta School Trustees' Association in convention assembled hereby request the Government of the Province of Alberta to pass forthwith a regulation pursuant to Sec. 11 of The Alberta School Trustees' Association Act which will provide for the deduction from the school grants of the annual membership fees due the Association by the members as defined in Sec. 7(1) of the said Act."¹⁹

¹⁷ Ibid., pp. 4 - 5.

¹⁸ In 1921, the fees levied were as follows:

| | |
|---|---------|
| From Rural Schools..... | \$ 1.00 |
| From Village Schools..... | 2.00 |
| From Consolidated Schools..... | 5.00 |
| From Schools in incorporated towns..... | 10.00 |
| From City Schools..... | 25.00 |

Over the next twenty years the word "schools" became "districts" and provision was made for the division and for new components within the Association, the Divisional and Inspectorate Associations. Divisional boards were assessed at the same rate as the city boards, that is, \$25.00.

¹⁹ Alberta School Trustees' Association, "Report of the Finance Committee, January 29th, 1941," The Alberta School Trustee, XI:2 (February, 1941), pp. 11 - 12.

The recommendation of the Committee was accepted unanimously and forwarded to the Government for action.

Mr. P. G. Davies, Chairman of the Finance Committee, reported to the 1942 Annual Convention that:

The year just closed has witnessed the stabilization of our income from membership fees, principally as a result of the Convention last year having approved of a resolution requesting the Government to pass an Order in Council providing for the deduction of membership fees from the School Grants, as a result of which membership fees are now remitted to the Secretary-Treasurer by the Department of Education--the Government having acceded to our request, and passed such Order in Council early in 1941. Our income from fees and pool balance in the year 1940 amounted to \$3,188.01, and during the year 1941 revenue from the same sources amounted to \$4,626.50.²⁰

He closed the report with the following comment:

With a general improvement in the financial position of the Association continuing, we can look forward to a restoration of some of our former activities which were eliminated in recent years for purposes of economy, and the expansion of other desirable activities.

For approximately the next two decades the design of the fee structure was to remain unchanged but the assessment figures were to increase about tenfold. By 1959, in spite of fee increases, the Association recognized that "the activities of the A.S.T.A. have been curtailed because of lack of funds to embark on worthwhile projects for the development of education in Alberta,"²¹ and moved to increase its fee levy by a full fifty per cent. With this move the urban public school systems were required to pay an annual membership

²⁰Alberta School Trustees' Association, "Report of Finance Committee for the Year 1941," The Alberta School Trustee XII:2 (February, 1942), p. 16.

²¹Alberta School Trustees' Association, "Comment and Criticism," The Alberta School Trustee, XXX:3 (March, 1960), p. 1.

fee of \$750.00 and the other educational jurisdictions were assessed proportionately.

In 1961 the fee structure of the Association was completely revised to provide for a fee payment which would reflect the voting strength of the membership boards. The By-Laws were amended so that each membership board would be assessed at the rate of "\$7.00 for each teacher employed up to the first 100" and "\$3.50 for each teacher employed in excess of the first 100."²² It was pointed out to the membership that this revised scale would levy about forty per cent of the total budget on the Urban Section while, in the main, providing only for a slight increase in the fees paid by other member boards. Such a scale, it was noted, also provided for "a convenient form for the calculation and deduction of fees by the Department of Education."²³

The revised structure and rate was maintained until 1964 at which time a revision was adopted which nearly doubled the membership fees. The Annual Convention of 1964 increased the amount payable for each of the first one hundred teachers to \$13.00 and doubled the amount for each teacher in excess of the first one hundred to \$7.00. This increase was justified on the grounds that increased stature and impact on the part of the Association demanded greater resources as did the membership demands for increased services. This most recent increase was given overwhelming support by the delegates and,

²²Alberta School Trustees' Association, "Proposed Constitution and By-Laws," The Alberta School Trustee, XXXI:8(September, 1961), p.12.

²³Ibid., p. 16.

in so doing, the delegates strongly supported the Executive which was responsible for introducing the proposed amendment. Table XII gives a picture of the capital resources available to the Association and their utilization, as presented to the membership at the time that the 1964 fee revision was under consideration. Examination of Table XII reveals that the presentation to the membership was somewhat conservative by comparison with the picture as seen one year later (Table XIII).

At the time that the most recent revision in the design of the fee structure was being contemplated, it was reported that the new format, as based on 1960 figures, would increase the total fee intake by about \$20,000.00 to give a fee income of some \$65,000.00. Since 1961, income from this source has grown by about two and one-half times to an anticipated \$156,295.00 for the year 1966. It should be noted so long as the present basis for fee assessment is retained and the teaching force of the Province continues to expand,²⁴ the Association's capital resources are provided with an automatic growth factor.

Though income has increased substantially during recent years, growth in the expenditures of the organization has prevented anything like a proportionate accumulation of capital reserves. It was forecast that by 1967 the Association will expend a total of \$186,560.00 in the conduct of its affairs as compared with a figure of \$57,266.67

²⁴During the period from the 1960-61 to the 1964-65 school year the teaching force in Alberta increased from 12,607 to 16,007 teachers, an increase of 3,400.

TABLE XII

ESTIMATED CASH BUDGET FOR THE FOUR YEARS ENDING 1967

| | 1964 | 1965 | 1966 | 1967 |
|---|-----------|-----------|-----------|---------|
| A. Cash on hand, January 1..\$ 63,550 | \$ 35,240 | \$ 48,900 | \$ 44,515 | |
| B. Estimated revenues-- based on approval of fee increase (1965 - 1967)..... | 86,500 | 160,800 | 167,500 | 174,000 |
| C. Estimated expenditures... | 114,810 | 147,140 | 171,885 | 187,210 |
| D. Revenues in excess of expenditures for the year..... | -28,310 | +13,660 | -4,385 | -13,210 |
| E. Cash on hand, December 31 | 35,240 | 48,900 | 44,515 | 31,305 |
| F. Cash on hand, December 31 as a percentage of next year's expenditures..... | 24.02% | 28.50% | 28.82% | |

Source: Alberta School Trustees' Association, Achievements 1963-64, A Progress Report to Members at the 1964 Annual Convention (Edmonton: Alberta School Trustees' Association, 1964), p. 4.

TABLE XIII
STATEMENT OF REVENUE AND EXPENDITURES FOR THE YEARS
1965 (ACTUAL), 1966 (BUDGET), AND 1967 (PROJECTION)

| | 1965 | 1966 | 1967 |
|--|------------|------------|------------|
| | \$ | \$ | \$ |
| A. <u>Cash on Hand, Receivables and Prepaids (less payables)</u> | 42,595.00 | 62,317.68 | 48,672.68 |
| B. <u>Revenue</u> | | | |
| 1. Membership fees | 149,701.00 | 156,295.00 | 162,705.00 |
| 2. Convention | 7,080.35 | 7,000.00 | 7,000.00 |
| 3. Magazine | 4,062.76 | 4,100.00 | 4,100.00 |
| 4. Interest on Investments | 3,153.82 | 2,250.00 | 2,000.00 |
| 5. Sundry | 113.38 | - | - |
| Total Current Revenue | 168,111.31 | 169,645.00 | 175,805.00 |
| C. <u>Total Accumulated Revenue (A+B)</u> | 206,706.31 | 231,962.68 | 224,477.68 |
| D. <u>Expenditures</u> | | | |
| 1. Administrative | 100,690.40 | 123,025.00 | 127,500.00 |
| 2. Membership Services | 24,959.14 | 37,015.00 | 35,810.00 |
| 3. Printing | 4,902.76 | 5,000.00 | 5,000.00 |
| 4. Grants, Subsidies, Awards | 4,085.91 | 4,250.00 | 4,250.00 |
| 5. Annual Convention | 8,541.18 | 8,000.00 | 8,000.00 |
| 6. New Equipment | 3,768.81 | 1,000.00 | 1,000.00 |
| 7. Contingency | 2,000.00 | 5,000.00 | 5,000.00 |
| Total Expenditures | 148,948.20 | 183,290.00 | 186,560.00 |
| E. <u>Cash on Hand, December 31 (C-D)</u> | 57,758.11 | 48,672.68 | 37,917.68 |

Source: Compiled from materials presented at the Executive meetings held January 15, 1966 (Enclosure No. 15), and March 12, 1966 ("The 1966 Budget").

in 1962. As of December 31, 1965, the Association had \$62,317.68²⁵ available as cash or near cash on hand and a total accumulated surplus of \$83,917.36, which was an increase of \$24,120.86 over the previous year and \$41,005.57 more than the comparable 1961 figure. Table XIV reveals the financial state of the organization as of December 31, 1965.

IV. IDEATIONAL RESOURCES

Ideational resources, as seen within the framework of Bakke's model, are those "ideas used or available for use by agents or members of the organization, and by those outside the organization whose behavior affects the operations of the organization, and the language in which these are expressed and communicated."²⁶ Bakke, while noting that "these ideas are so numerous and so varied that it is almost presumptuous to attempt to classify them,"²⁷ does put forward a scheme for the categorization of ideas serving to stimulate, guide, and appraise organizational activity. He suggests that the "vast body of ideational phenomena"²⁸ might well be broken down into concepts of: values held and values shared, the self held by participants, the character of the organization, an individual's position

²⁵ Agenda of Executive Meeting, March 12, 1966, Alberta School Trustees' Association, Edmonton, Alberta (in the files of the Association), Enclosure entitled "The 1966 Budget".

²⁶E. Wight Bakke, "Concept of Social Organization," Modern Organization Theory, Mason Haire, editor (New York: John Wiley and Sons, Inc., 1959), p. 41.

²⁷Ibid.

²⁸Ibid.

TABLE XIV

ASSETS AND LIABILITIES OF THE ALBERTA SCHOOL TRUSTEES'
ASSOCIATION AS OF DECEMBER 31, 1965

| | | | |
|---|------------------|----------|--------------------|
| <u>ASSETS</u> | | | |
| Current Assets: | | | |
| Cash..... | \$15,739.82 | | |
| Guaranteed Investment Receipts of the Royal Trust Company, with interest at 4.5% maturing at January 31, 1966..... | 30,000.00 | | |
| Accounts receivable - | | | |
| Estimated costs recoverable.... | \$3,776.00 | | |
| Other..... | <u>2,056.26</u> | 5,832.26 | |
| Accrued interest..... | | 1,098.33 | |
| Prepaid expenses and deposits..... | <u>3,932.82</u> | | \$56,603.23 |
| $4\frac{1}{4}\%$ Government of Canada Bonds, maturing September 1, 1972, at cost (quoted market value \$13,090.00)..... | | | 14,000.00 |
| Furniture and fixtures, at cost..... | 23,244.26 | | |
| Less - Accumulated depreciation..... | <u>6,883.83</u> | | 16,360.43 |
| Leasehold Improvements, at cost..... | 1,020.27 | | |
| Less - Accumulated depreciation..... | <u>489.84</u> | | 530.43 |
| | | | <u>\$87,494.09</u> |
| <u>LIABILITIES</u> | | | |
| Current Liabilities: | | | |
| Accounts payable..... | | | \$ 3,576.73 |
| Surplus: | | | |
| Balance, January 1, 1965..... | \$59,796.50 | | |
| Add - Excess of income over expense for the year ended December 31, 1965..... | <u>24,120.86</u> | | 83,917.36 |
| | | | <u>\$87,494.09</u> |

Source: Financial Statement for the Year Ending December, 1965
(Edmonton: Alberta School Trustees' Association, 1966), Balance Sheet.

and standing with respect to the organization and its participants, facilities used by the organization, the nature of the organization's basic resources, and the environment and its influence on the organization.²⁹ In addition, he lists as ideational resources those organized bodies of data and knowledge utilized in the decision-making process along with the "roster of familiar strategies for solving recurring problems."³⁰

In an attempt to reduce this area of Bakke's model to manageable proportions, the writer developed a schema based on ideational sources and not on the nature of ideas and concepts held. In this schema the available ideas were categorized as either intrinsic or extrinsic depending on the point of emanation. Those ideas which have their origin within membership or agential elements have been named intrinsic ideas, while those emanating from sources within the organization's environment have been labelled extrinsic ideas. Intrinsic ideas may be provided on a contractual basis by staff officers, consultants, and other agents of the organization, or they may be provided on a gratuitous basis by individual trustees, member boards and committees, and agents of the latter. Extrinsic ideas have been provided for the most part by individuals and agencies who are a part of the environment. Extrinsic ideas are usually given on a gratuitous basis.

²⁹Ibid., p. 42.

³⁰Ibid., p. 43.

Intrinsic Ideational Resources

Gratuitous. The totality of individuals belonging to membership boards, whether acting as individuals or as collectivities, constitute the largest single available source of ideational resources. The main difficulty in exploiting this particular source is one of extraction. Individual trustees, taken in isolation, are not in a position to make substantial ideational contributions to the Association. They are but minute components of a prodigious and physically dislocated organization. Their commitment to activities and affairs of the provincial body is secondary to the affairs of their local jurisdiction. Few are apt to possess the initiative, concern, and background required to give viability to an idea possessed. The past history of the Alberta School Trustees' Association has clearly revealed that, as a general rule, individual trustees must be regarded as a potential but not productive source of ideas. The problem has been not only the obtaining of contributions but also the achievement of effective consolidation of contributions received.

The story is quite changed when individual trustees are assigned and accept a specialized role within the organization, particularly at the executive level. Examination of the records has revealed that over the years it has been the ideas of individuals serving executive functions which have provided direction to the activities of the Association. The Executive members have been the most productive ideational source when consideration is given to the full life span of the organization.

During the past five years there apparently has developed an awareness of a need to more fully exploit the ideas of experts in specialized areas of human endeavor and this new awareness has tended to supplement, to some considerable degree, the gratuitous ideational contributions of the individual trustees serving on the Executive of the Association.

Contractual. The use of ideas and concepts possessed by individuals outside the realm of the trusteeship has been a relatively recent development except in the legal domain. It was not until the early 1960's that the staff officers appeared to make any substantial and sustained impact on the direction taken by the Association. Prior to 1960, the function of staff officials appeared to consist mainly of the tending to routine administrative affairs. The initiation of new concepts and patterns of thought was neither expected nor encouraged. About the time that the decision was made to hire an Executive Director for the first time, this limited utilization of the skills and knowledge of persons whose services were contracted on a full-time basis was seriously re-examined. Since then ideational contributions from staff officers have been both expected and accepted.

While various other contractual ideational sources have been utilized from time to time, the most extensively used has been in the legal field. Reliance on retained legal expertise has extended over a thirty year period. The involvement of outside experts in the field of educational and municipal finance has been relatively

recent and spasmodic. Only within the past three years has the Association seen fit to make extensive use of specialists in the field of educational curriculum development and administration. However, the evidence would suggest that the Alberta School Trustees' Association is prepared, at the present time, to exploit more fully the available contractual ideational sources in many more areas and to a much greater degree than has heretofore been the case.

Extrinsic Ideational Resources

Extrinsic ideational resources have been provided, almost without exception, on a gratuitous basis. The most prodigious supplier in this category has been the Department of Education. The ideas and concepts of the Minister and his deputy, the Chief Superintendent, and various other officials of the Department have been solicited and utilized on numerous occasions in the past. The annual conventions of the Association have almost always seen Department of Education representatives present to answer questions and offer suggestions about the many matters under consideration at such times. One other consistently reoccurring opportunity for the acquisition of concepts held by representatives of the Provincial Government has been the annual presentation of a brief to the Legislative Council and representatives of the Department of Education. This traditional presentation of the major ideas that have been delineated and formally endorsed by the annual gathering of trustees has provided the representatives of the Alberta School Trustees^v

Association with opportunities to obtain some appreciation of the concepts guiding governmental action.

Apart from the provincial authorities, one of the external ideational sources first utilized, though in a very limited area, was the United Farmers of Alberta organization. In 1921 the Association called on representatives of this particular body for assistance in the establishment and operation of a travel pool to be operated in connection with the annual conventions. The services of the administrative personnel of this farm group were used for more than two decades on a gratuitous basis to operate the travel pool.

Other environmental bodies have provided ideational contributions to the Association from time to time. The Alberta Teachers' Association has been instrumental in trustee concept development over the years. The A.S.T.A.-A.T.A. Joint Committee has been the prime and most durable formal attempt to provide for ideational exchange between teacher and trustee groups at the provincial level. Repeated efforts have been attempted to make provision for similar exchanges with agencies such as the Alberta Federation of Home and School Associations, Alberta School Bus Operators' Association, Alberta Association of Municipal Districts and Counties, and the like. These attempts have been, in large measure, less durable and productive than the enterprise involving teachers and trustees. However, it would be inaccurate to suggest that some beneficial results have not been obtained by the Association's efforts to exploit these and other external agencies as ideational sources.

Current Ideational Constructs

On January 17, 1966, the Alberta School Trustees' Association presented "A Brief"³¹ to the Legislative Council and the Department of Education of the Province of Alberta which provided a concise summary of the organization's position on a number of matters and, thus, revealed some of the guiding concepts held by the Association as a corporate body.

As has been the case in the past, the most clearly defined and emphasized concepts held related to the fields of finance and trustee-teacher relations. Regarding the first of these two fields, the 1966 presentation set forth the following summary statements about the financing of the educational enterprise.³²

(1) The constant evaluation of equitable sharing of educational expenditures by local, provincial, and federal agencies.

(2) The implementation of procedures reflecting the principles of equalization on the one hand and the need for innovation on the other.

(3) The support of education from a combination of sources, including property taxation.

(4) Greater reliance upon general provincial revenues, with less upon property taxation, with efforts to maintain the latter at a constant rate.

(5) Opposition to a special tax being designated as an education tax to provide funds for educational purposes.

In addition, the Association proposed changes in the distribution of funds for educational purposes. More specifically, it recommended that:

³¹Alberta School Trustees' Association, A Brief Presented to the Legislative Council and the Department of Education, January 17, 1966 (Edmonton: Alberta School Trustees' Association, 1966) (Mimeographed).

³²Ibid., p. 1.

(1) The Foundation Program be revised so as to provide for the payment of grants in advance or on a monthly basis.

(2) The provisions of the Foundation Program be broadened so as to allow for the inclusion of special services; special grants for the education of Metis children; greater assistance in the construction and operation of schools for retarded children; and support for non professional instructional personnel who might be provided authority to instruct in a special field.

(3) The services of the Alberta Municipal Financing Corporation be made available for those school construction costs which are not supported by the provisions of the Foundation Program.

(4) The Accredited School Districts Act³³ be revised so as to allow for the financing of accredited school districts under the terms of the Foundation Program and to provide for financial compensation for the assumption by local boards and committees of responsibilities previously held by the Department of Education.

With regard to the collective bargaining process between member boards and teacher groups, the Association expressed the idea that the Provincial Government should "initiate legislation...covering the five recommendations as set forth in the Sessional Paper No. 85, 1965, pages 112 - 113, inclusive." The five recommendations referred to are those which were made by what has become known as the Ludwig Committee, a Government-appointed committee struck to examine the

³³The Accredited School Districts Act, R.S.A., The Legislative Library, Edmonton, 1963, Chapter I.

collective bargaining problems existing between trustee and teacher groups in Alberta. The recommendations were:³⁴

1. That the Government enact no legislation which would deny the teachers the right to strike.
2. (a) That salary negotiations should proceed with a definite time schedule related to specific dates, which time schedule should be set out and enforced by appropriate legislation.
 (b) That work stoppage be prohibited until fifteen days after strike vote.
 (c) That mediation be obligatory between the date of strike vote and fifteen days thereafter.
 (d) The Committee suggests that there be no imposition of time limits prior to the end of the calendar year and if salary negotiations are not completed by that date then the following schedule be suggested:
 - (i) Bargaining Agent January 2 to January 30
 - (ii) Conciliation Commissioner February 15 to March 15
 - (iii) Conciliation Board April 1 to May 15
 - (iv) Mediation between date of strike vote and fifteen days thereafter.
3. That subject to Recommendations 2 and 4, the collective bargaining procedure remain in its present form.
4. (a) That section 358 of The School Act which provides that teachers may bargain collectively with the board of a non-divisional district or a division and may conduct such bargaining through a bargaining agent pursuant to The Alberta Labour Act, be repealed.
 (b) That teachers' collective bargaining procedure be incorporated into a new Act with the suggested name of Salary Negotiation Act, to be administered by the Department of Labour.
 (c) That Section 55 (1) (f) (ii) of The Alberta Labour Act be amended to include the words 'school teachers'.³⁵

³⁴The Alberta School Trustees' Association, 1965 Resolutions Bulletin (Edmonton: Alberta School Trustees' Association, 1965).

³⁵This specific section reads as follows: "'employee' does not include...a member of the medical, dental, architectural, engineering or legal profession qualified to practice under the laws of the Province and employed in that capacity."

5. That section 6 (a) of The Teaching Profession Act be amended to include "and Assistant-Superintendent", after the word Superintendent.³⁶

In addition, and still related to economic welfare matters, the Association presented the following proposal to the Government.³⁷

Our Association requests, in view of the fact that the University of Alberta, Edmonton, wishes to relinquish the responsibility of evaluating teacher credentials for salary purposes, that an independent agency, neutral to both the Alberta School Trustees' Association and the Alberta Teachers' Association, be established under the jurisdiction of the Minister of Education for continuing this task, related both to actual teacher salaries and the Foundation Program grants structure for salaries.

The Association further proposed that provisions be made for:

- (1) A twelve-month extension to the probationary period for teachers and the establishment of such a period for newly-appointed principals and their assistants.
- (2) The creation of a planning, co-ordinating, and evaluating agency in the field of higher education.
- (3) A review of those transactions prohibited to trustees.
- (4) More realistic remuneration for trustees of certain jurisdictions.

Finally, the organization indicated its support of activities of major urban school boards with regard to determining the feasibility of establishing educational television in the Province.

³⁶The pertinent wording in the designated section is as follows: "The following teachers are eligible to become associate members by applying personally and by paying the prescribed fee:
(a) superintendents of schools employed by school boards."

³⁷Alberta School Trustees' Association, A Brief Presented to the Legislative Council and the Department of Education, January 17, 1966 (Edmonton: Alberta School Trustees' Association, 1966), p. 3. (Mimeographed).

Assuming that this presentation to the leaders of the Government is indicative of the major ideational constructs held by the corporate body, the foregoing provides an indication of the major concepts which currently give direction to the behavior of the Association.

V. A SUMMATION

Over the period from 1907 to 1960 the obtaining of necessary basic resources and their full exploitation was a continuing problem for the Alberta School Trustees' Association. Until the late 1950's the ideational concepts governing the behavior of the Association and the nature of its activities had undergone little change. The acquisition, maintenance, transformation, and employment of basic resources followed a relatively unchanged configuration. Human resources were limited, in the main, to those who wore the badge of the trusteeship. Capital and material resources were maintained at a minimal level. The declared and traditional guiding concepts of the formative years prevailed and gave the Association its direction during this period of time.

However, on occasion the foregoing generalizations failed to hold true. The request for and the attainment of compulsory membership with fee deductions at the source was an action which strained traditional concepts. The establishment of a permanent central office with a full-time secretary-treasurer was a move which used Association resources in a most unconventional fashion.

It remained for the period starting about 1960 to see substantial and effective alterations in the Association's concepts regarding the utilization of available resources. Cast out was the idea that the member trustees must, of necessity, be heavily involved in administrative detail. Accepted was the idea that the services of persons outside the organization could be contracted and utilized to good advantage. Accepted also was the realization that the full exploitation of any resource component often required additional supporting facilities. New sources of human talent were searched out and new talents were acquired. Capital and material resources were made available in support of this talent. Ideational patterns required to give stability, predictability, and authority to the Association's activities were consolidated, evaluated, and documented. In short, it was during this period that the potential of the total resources available began to be fully realized and to be purposefully exploited in the attainment of clearly defined organizational goals.

CHAPTER XII

THE ESSENTIAL PROCESSES

E. Wight Bakke identifies five major activity systems that must be found within an organization if it is to 'survive, preserve its unique wholeness, maintain equilibrium (i.e., a favorable balance of outputs over inputs), develop the energy and power for efficient operations, and fulfill the function for which it is established.'¹ These he has designated as identification, perpetuation, work-flow, control and homeostatic activities. These systems of activities or essential processes which provide a social organization with its dynamic character have been considered only to the degree necessary to indicate evidence of their existence. There has been no attempt to provide a detailed analysis of each of the essential processes.

I. IDENTIFICATION ACTIVITIES

Identification activities are those activities which 'define, make clear, legitimize, and symbolize the image of the unique wholeness of the organization including its function and the main features which distinguish it from other organizations.'² It is these activities that give rise to the identity of an organization in a world of organizations.

¹E. Wight Bakke, "Concept of Social Organization," Modern Organizational Theory, Mason Haire, editor (New York: John Wiley and Sons, Inc., 1959), p. 50.

²Ibid., p. 51.

During the life span of the Alberta School Trustees' Association patterns of activity which have given an identity to the organization have been primarily related to events and issues which did not have as their major concern the development of an organizational image. Three historical happenings which have been paramount in the definition of distinguishing organizational features were the following: (1) the early and close affiliation of the Association with the Honorable G. P. Smith in his struggle with the organized teachers of Alberta; (the passage of The Teaching Profession Act³; and (3) the examination and subsequent revision of the organizational structure of the Association in 1961.

The early affiliation of the trustees' organization with the Minister of Education, the Honorable G. P. Smith, in the years 1919 to 1921, gave rise to an image for trustees, both as individuals and as a group, that has endured throughout the years. This was an image of dedication to protecting the interests and rights of the local ratepayer, to maintaining the inherent rights of the parents with regard to the education of their children, and to providing equality and efficiency in the conduct of the educational process in the Alberta educational system. This image, however, took a different form for different individuals and was, to a great degree, dependent on the role that the viewer played in the educational system of the Province. Dr. C. A. Staples, president of the Association in 1938, saw the trustee as a defender of the basic principles of democratic

³The Teaching Profession Act, R.S.A. 1955, c. 331.

government. His statement to the 1938 Annual Convention⁴ was fairly typical of the image of self as possessed by trustees from the earliest years in the Association's history. In speaking of the role of the trustee group in the educational scheme of things, he spoke in the following fashion.

The trustees have a more difficult position. Their interest is local and personal. It is their children and children of their neighbors who are being considered. Theirs is the financial burden. They must find the ways and means to meet each and every expenditure. When you consider that they must furnish over 80% of the monies from their own district, that they are the representatives of all the parents, of all the ratepayers and citizens of their immediate district, and are directly responsible to them, you can then understand what direct and personal interest they must have, and why they deem it necessary that they must have some say in the type of character of the teacher who is coming into their district to teach their children.

The dissatisfaction and unrest that is prevalent throughout the province at the present time is a warning that something must be done at once to bring peace and harmony among these dissenting factions. The condition is serious. The time has arrived when the ratepayers and the parents of the districts demand that the trustees of this province must take their proper place in the educational set-up of this province. Let that soak in.

Our school system was organized under democratic principles. The small school district was the centre of democratic thought. British people based their principles on self-government and self-determination, the basic principles of democracy.[sic]

The people of the larger cities do not appreciate the degree to which democratic principles are instilled in the rural communities. They have no way of measuring it. That training is demanding some say in local affairs. Democratic government is government by persuasion and no law nor any measure of any kind can be successfully imposed on a democratic people without their consent. We are a democratic people and we believe in government by the people for the benefit of the children.

There are nearly 12,000 trustees in this province who are directly interested in education and the proper development of the rising generation. We believe that we should have considerable weight in the discussion of all educational matters and especially in these measures that are innovations and new policies.

⁴"President's Address," The Alberta School Trustee, VIII, 1 (March, 1938), pp. 10 - 11.

Ladies and gentlemen, if we have an ounce of that good red fighting blood that our ancestors had when they won those democratic principles that we have enjoyed in this province for the past thirty years, we will not give up those principles.

The image held by the writer of the following statement is quite different but tends to typify the teacher concept of the Alberta trustee in his organizational role.

We forecast a troubled 1965-66 for rural education in this province. Hobbled as it has been down through the years by a traditional unwillingness to offer salaries and conditions of work comparable to more enlightened school systems, it seems bound and determined to perpetuate personnel policies which make certain that rural Alberta will never have a quality teaching force. The spectacle of school boards in rural Alberta banding together in a lugubrious zonal apparatus ritualized by the high priests of the millrate must tell teachers in plainest terms, 'Don't Apply Here!'

The unfortunate part of this human comedy is that the children of rural Alberta will be educationally short-changed. If the same amount of energy of school boards was put into attempting to create positive personnel policies and to give their systems good reputations, rural students might have some chance of having better schools and better teachers to teach in those schools. As it is, there are too many school systems that are becoming known for rapid changeover in staff and open hostility when it comes to negotiating teachers' salaries. It is little wonder that these systems cannot attract and retain their share of good teachers and that they are driven to recruiting teachers from outside the province and the country where their sorry reputations are not yet known.⁵

Those activities associated with the incorporation of the Alberta School Trustees' Association were perhaps as close as any in the organization's history to be undertaken with the express purpose of defining, making clear, legitimizing, and symbolizing its image of uniqueness. However, though identification, particularly the element of legitimacy, was achieved by the passage of The Alberta

⁵"Don't Apply Here!" The ATA Magazine, XLIV, 10(May, 1965), pp. 6 - 7.

School Trustees' Association Act,⁶ the effort to gain corporate status was motivated by the need for greater resources, both human and capital, required to resist and counter the pressures being exerted by the Alberta Teachers' Association at the particular time in question. When the Provincial Government passed The Teaching Profession Act, there was set in motion a chain of events which prompted the trustees of Alberta to request the Government to incorporate the Association under the laws of the Province. When the legislators of Alberta passed the requested act in 1939 they did, in fact, document the identity of the organization and give to it a degree of legitimacy never before possessed. The establishment of a corporate identity was certainly of minor importance in the minds of the initiators of the incorporation. It was a by-product of the Association's endeavor to achieve the resources needed to meet the challenges of a strengthened teachers' group.

In much the same fashion that external pressures forced a clarification of the Association's unique wholeness in the 1935 to 1939 period, internal pressures forced a further clarification in the 1961 to 1964 era. In this particular instance the organization was faced with threats from a dissident urban segment and, in reacting to these threats, it took action which brought into focus the need for a re-examination of the nature of the Association and its function in the educational system. When the urban group indicated dissatisfaction with the structure of the Association, there was set up

⁶The Alberta School Trustees' Association Act, R.S.A. 1955, c. 300.

a Constitution Committee to study the requests of the urban trustees and related problems. A summary of the committee's meeting held on June 3, 1961, outlined the expectations held for and the needs of the Association in the following manner.

1. The A.S.T.A. should be in a position to make strong representation to the government through a strong central committee.
2. The association should provide greater opportunity for the pooling of trustees' experience and the orientation of new board members.
3. There is need for greater ability and activity on the part of the A.S.T.A. in getting opinions and needs in education before the public.
4. There should be a general strengthening of the total A.S.T.A. organization and program.
5. Attention must be given to the formation of policy to be carried out by the staff.
6. The A.S.T.A. must increase its activity in research both as to breadth and depth.⁷

Subsequent action of the Association provided for many of these felt needs and the attainment of many expectations held. The most notable of these, insofar as identification activities were concerned, was the creation of the Alberta School Trustees' Association's first extensive policy document, the Policy Handbook 1964. The activities related to the creation of this publication, as did the publication itself, did much to establish an organizational identity in the minds of both the participants and observers.

Specific issues in the educational system of Alberta have motivated activity patterns which resulted in concepts of identification. The struggle over the establishment and powers of the Board of Reference, the nature of the teacher's contract form, compulsory

⁷"The A.S.T.A. and Its By-Laws", The Alberta School Trustee, XXXI, 8(September, 1961), p. 6.

membership of teachers in the Alberta Teachers' Association, the establishment of larger units of administration, and the efforts to obtain a provincial salary scale for teachers were but some of the issues which have helped established the identity of the Alberta School Trustees' Association.

Identification activities have also centered around a number of recurring projects which have a long time existence in the Association's behavioral pattern. Major among these is the annual convention which is as old as the organization itself. This event has always been a focal point of Association activity. It is here that the trustees of member boards are able to achieve their closest affinity and identification with the body corporate. The second on-going event has been the publication of the official organ of the Association, The Alberta School Trustee.

In 1931 the Editor of The A.S.T. Magazine,⁸ the forerunner of the present major publication of the Association, informed the trustees of Alberta of a new venture.

For some years there has been a growing desire on the part of many trustees to have an official organ through which the views of this Association and its members might be brought before the public, a publication where notices, educational news and resolutions to come before conventions might reach the school trustees.

An offer was received from the Alberta Teachers' Alliance, whereby the Alberta School Trustees' Association might purchase space in their magazine, which space would be used as an official organ of the Trustees, and absolutely and independently under their own control. This offer, the details of which were presented to the recent Trustees' convention in mimeographed form, was accepted by that body.

⁸Mrs. A. H. Rogers was the first Editor of the Association's official organ, a post she held until the time of her retirement in 1942.

There will, therefore, be no annual report published as heretofore, but the report of the convention will appear in the monthly magazine. A copy of the first issue will be sent to every school district in the province, but subsequent copies will be sent only to those who send one dollar for an annual subscription.

Every district is urged to send in at least one subscription, in order that trustees' news and educational matters may be brought before the members of their board. This is a new venture--for one year--and the trustees' cooperation in the matters of subscriptions is necessary for its success.⁹

Two years later The A.T.A. Magazine reported the following to its subscribers.¹⁰

It is with feelings of regret that we have to announce the severance of our connection with the Alberta School Trustees' Association Magazine. We part the best of friends, financial considerations being the sole cause. The A.T.A. could not, during this time of stringency, consider the continuance of the Trustees' Section at a net loss, the Trustees' Association being unable to muster a sufficient number of subscriptions from Alberta School Trustees to finance the continuance of the agreement with us. The cost of supplying 3500 teachers with the Trustees' Section was so much greater than the gross cost of supplying the Trustees' Magazine alone to the Trustees, that the Trustees' Association has decided to publish a separate magazine. We wish the Trustees Bon Voyage in their independent venture.

Since that time the Association has maintained its own official publication in spite of depressions, wars and membership apathy.

Another project which has been repeated throughout the years and which has helped give identity to the Association has been the annual presentation of a brief to the members of the provincial Executive Council and officials of the Department of Education. This annual exercise is fairly well typified by the 1966 presentation which contains the following introductory statement addressed to: The

⁹"A New Venture," The A.S.T. Magazine, I, 1(March, 1931), p. 31.

¹⁰. Exit A.S.T.A. Section," The A.T.A. Magazine, XIII, 7(March, 1933), p. 10.

Honorable Premier, Members of the Legislative Council, Minister of Education, and Officials of the Department of Education.¹¹

The Executive of The Alberta School Trustees' Association again welcomes the opportunity to make representation to the Alberta Legislature on behalf of all School Boards and County School Committees in the Province.

This presentation, as in the past, concerns itself largely, but not exclusively, with resolutions which were approved in the Annual Convention of the Association, last year held in Edmonton, November 28, 29, 30, and December 1.

The brief provides a concise summary of our position on a number of matters. Our Legislative Committee will be prepared and pleased to provide any additional data in support of our recommendations which may be required.

We appreciate the courtesy and attention extended to our past legislative submissions. Our hope is that this brief will be accepted and considered as a cooperative attempt, by an organization with a responsible stake in Alberta education, to improve facets of school support and operation which will be reflected in better instructional programs throughout the Province.

All of which is submitted by the Legislation Committee on behalf of:

THE ALBERTA SCHOOL TRUSTEES' ASSOCIATION

There is little doubt that during the four and one-half decades that this particular activity has been conducted, it has been instrumental in the fabrication of an organizational identity in the minds of many persons, particularly those outside but closely associated with the Association's participants and agents.

II. PERPETUATING ACTIVITIES

Perpetuating activities are those which "acquire, maintain, transform, develop, and renew the basic resources utilized by agents

¹¹Alberta School Trustees' Association, A Brief Presented to the Legislative Council and the Department of Education, January 17, 1966 (Edmonton: Alberta School Trustees' Association, 1966), p. i. (Mimeographed).

of the organization in the performance of their work for the organization.¹² Bakke has established five sub-classes in the following manner: (a) personnel activities which perpetuate people and their qualities, (b) service activities which perpetuate materials, equipment and plant, (c) finance activities which perpetuate capital, (d) thoughtways activities which perpetuate ideas, and (e) conservation activities which perpetuate natural resources and their accessibility.

Personnel activities. Only recently has the Association shown a vital concern about the perpetuation of people and their qualities. In the past there have been a few sporadic attempts in this direction but these have received little real support in terms of allocation of resources. One of the most consistent and prolonged endeavors in this direction has been the participation in the Annual Short Course in School Administration which is a joint venture directed by the Department of Extension, University of Alberta, and involving the Alberta School Secretaries' Association, the Department of Education, and the Alberta School Trustees' Association.

Evidence of the Association's recent concern with this area of activities was the recent appointment of the Executive Assistant for Educational Services and his assignment to undertake the establishment of a program to provide inservice education for school trustees throughout Alberta. During the past year a number of regional seminars related to this program have been held so it can

¹²Bakke, op. cit., p. 51.

be surmised that the inservice education of trustees has begun on a planned basis.

Service activities. Because of the nature of the organization, the perpetuation of plant, materials, and equipment is of minor importance in the over-all scheme of things. Service activities are almost exclusively limited to making provision for the replacement of and additions to equipment and supplies required for the conduct of routine office business and the availability of adequate plant. Such service activities have become almost the sole responsibility of the staff officers of the Association.

Finance activities. The perpetuation of capital has been a continuous problem for the Association though a much more manageable one since 1942 when the Provincial Government agreed to collect the membership fees from the grants paid to the membership boards and committees. As of 1942, the prime problem has been to assess adequately the capital requirements and to convince the delegates at the annual conventions of the need for increasing the levy or changing the assessment base. For the most part, those activities associated with the perpetuation of capital have been primarily the responsibility of the Executive and staff officers.

Events which proved to be of vital concern for the perpetuation of capital resources were dealt with at length in Chapter X. However, it should be noted that since the time of the internal stress of 1961, there has been a general willingness on the part of member boards to accept the recommendations of the Executive with a minimum

of debate and opposition. Thus, the determination of what constitutes adequate capital resources and the method to be used in providing for them has been delegated, to a substantial degree, to the Executive and agents of the Association.

Thoughtways activities. Thoughtways, according to Bakke,¹³ perpetuate ideas and are highly important contributors to all other Essential Processes. Typical of these activities is involvement in research and planning, the development of understandings of the nature and potential of required basic resources, and development and clarification of ideas used or available for use by the agents or members of the organization, the development of premises and bodies of data needed for the making of decisions, and so forth. Though the Association, prior to 1960, did little to formalize its thoughtways activities in the manner conceived by Bakke, these activities were of pivotal importance in the totality of the organization's endeavors. During this period the Alberta School Trustees' Association expended considerable energy in the perpetuation of those guiding concepts formulated in its embryonic period. In other words, until 1960 the organization's thoughtways were directed to the maintenance of the status quo and were conducted with much less sophistication and formality than conceived by Bakke in his exemplifications. The struggle to maintain the right of employing boards to hire and release professional personnel without interference by outside agencies, the clash with the legislators of Alberta over the establishment of

¹³Ibid., pp. 52 - 53.

the larger educational jurisdictions, and the insistence that local boards be responsible for the determination of local tax rates for educational purposes are but illustrations of the effort given to perpetuate the ideas of the past in the face of environmental pressures for change.

Since 1960 the Association has indicated a desire to formalize the conduct of its thoughtways activities and to change their orientation. The recent achievement of a formal documentation of Association policy, the move to bring to delegates in annual convention written statements of pertinent background information and data relevant to the resolutions to be considered, and the request that the staff officers conduct studies into the long-range needs of the organization, are but illustrations of efforts to formalize the thoughtways activities. The 1961 declaration by the Constitution Committee of the need for the organization to become actively involved in research endeavors and the subsequent sponsorship by the Association of inquiries into the role of the small Alberta high school and the place of early childhood education are indications of the orientation of these activities to the future instead of to the past.

Conservation activities. These activities were found to have no place in the sphere of Association activities for natural resources, as such, are not directly utilized by the organization in its operations.

III. WORK-FLOW ACTIVITIES

Work-flow activities are those which "create or produce an output, i.e., the product or service satisfying human need which is the organization's function to supply, and to distribute the output advantageously to the continued operation of the organization."¹⁴

Bakke further subdivides these activities into two groups: production activities and distribution activities. Production activities are those which produce a product or service and distribution activities are those enabling the organization to disperse the output to the consumers or recipients.

The major problem encountered in the examination of work-flow activities was not so much in the discovery of the activity patterns as it was in the determination of the nature of the organizational output. As a result, the emphasis has been placed on the identification and classification of the output and the manner in which it is distributed.

Organizational Output

The output of the Alberta School Trustees' Association has been essentially of the service variety produced for utilization by individual trustees, member boards and committees, and various environmental agencies. These service outputs of the Association have been categorized according to their general apparency. Those that are more easily discerned have been identified as manifest

¹⁴Ibid.

services and the less apparent as latent services. Over the years the manifest service offerings have included:

- (1) Inservice education programs for individual trustees in matters related to the operation of local jurisdictions.
- (2) Inservice education programs for agents of the local units aimed at the achievement of more effective operation of these units.
- (3) Consultative assistance in matters related to contract negotiations, legal problems, insurance programming, plant construction and maintenance, and the like.

In recent years there has been an increased emphasis on the extension of manifest services. The addition of executive assistants in the fields of educational and economic services and the extended involvement of more outside consultants is an indication of this development.

A recent extension of manifest services was achieved by the addition of research activities to the undertakings of the Association. Two observations should be made about the output resulting from such activities. First, the research activities will produce an output that might be more properly labelled a product than a service. The specific reports and new knowledge resulting from these projects more closely approach the concept of an identifiable product than anything yet produced for the receiving public. Second, these research projects produce an output which will be sought by many individuals and agencies heretofore largely unconcerned about the nature of the Association's output. There is little doubt that if

the research endeavors of the Association continue there will have been added a new dimension to the total output and an extension of its output market.

The Association's latent services were much more difficult to deal with because of the almost complete lack of form and substance. These less apparent but still existing services have been categorized as consensus determination and leadership.

Since the time of the founding convention of the Association, one consistent and often repeated concern was the need to find ways and means of assessing accurately and making known the opinions of the trustees of the Province. The determination of trustee consensus has been a direct service not only to member boards and individual trustees, it has been a direct and useful service for members of the Provincial Government, the Department of Education and its officials, the Alberta Teachers' Association, and other environmental agencies directly concerned with education. The end products of consensus determination activities have been the motions passed by annual conventions and other trustee gatherings; position papers directed to the Provincial Government; public statements of organizational policy and attitude as interpreted by individual trustees, member boards, zonal groups, committees and agents; and official and unofficial communiques directed to specific environmental agencies.

It should be noted that though still a difficult exercise, consensus determination was greatly facilitated by the action of the Government in 1939 which provided for the inclusion of all school

boards in the provincial body. Since that time the Association has been better able to assess the sum total of trustee opinion. Consensus determination is a service that is vital to the well-being of the Association for if it is inaccurately or inadequately done over a period of time, the final result will be a loss of influence and the possible disintegration of the Association. The schism of 1961 was largely the result of failure to assess properly the consensus of the urban trustees.

The leadership service is simply the provision of the necessary vision, imagination, initiative and guidance required to maintain the organization in its dynamic environment. In view of the more detailed examination of the leadership process in ensuing pages, it is sufficient to note at this time that the existence and present healthy state of the Association attests to the adequate provision of this service in the recent past.

Output Distribution

The output of the Alberta School Trustees' Association has been distributed almost exclusively by means of the printed page and direct personal communication. Both vehicles have been utilized so extensively and in such a variety of ways that it is possible to mention but a few that have endured.

The annual convention has been the most extensively used means of achieving direct contact between output suppliers and recipients. This annual event has been utilized since 1907 with the years 1914 to 1918 (inclusive) apparently being the only exceptions. The convention

size has varied from less than one hundred delegates to more than twelve hundred. It has been used to provide for the direct communication of the Association with trustees, both individually and collectively; agents of the membership units; agents of environmental organizations; and the public-at-large. It has provided a vehicle for the conduct of inservice education activities, consensus determination and the execution of leadership endeavors. Not only has this annual gathering provided for the distribution of the Association's output, it has provided a means for the distribution of the products and services of external agencies ranging from industrial organizations offering saleable goods to controlling bodies such as the Department of Education.

Further widespread distribution of organizational output has been achieved by the utilization of smaller gatherings such as sectional meetings, divisional and zonal assemblies, workshops and seminars, and such other assemblages which were required from time to time.

Though not so important in terms of numbers reached but of significant consequence in terms of total impact have been those distribution activities conducted in small-group gatherings and by person-to-person contacts. The success achieved in the distribution of the Association's output by agents, consultants, and representatives in their contact with membership boards and committees, representatives of environmental bodies, and the like, has often proven to be crucial in the attainment of the organization's goals. Providing

for adequate distribution activities at this more intimate level has been a serious problem faced by the Association over the years. However, the recent acquisition of greater human and capital resources has enabled more of the distribution to take place at this level than was the case prior to 1961.

Insofar as the utilization of printed materials is concerned, The Alberta School Trustee has served as a prime vehicle for the distribution of organizational output since 1931. It has been an important tool in the inservice education of trustees, determination of trustee consensus, conveyance of group reaction to issues and events, and campaigns against membership apathy. In more recent years the official organ has been utilized to an increasing extent as a medium for the education of trustees.

Since 1963 new publications have been added to the complement of distributive instruments. Some of these additions were The Policy Handbook, Resolutions Bulletin, A.S.T.A. Newsletter and various special publications which served a specialized need. The geographical dispersion of the trustees of Alberta has necessitated a heavy reliance on the use of the printed page as a means of distributing the output of the organization.

IV. CONTROL ACTIVITIES

"Activities that assure and control the performance, coordination, and the focusing on the organizational function of all activities carried out by agents and equipment of the organization",¹⁵

¹⁵Ibid., p. 55.

have been identified by Bakke as control activities. He further subdivides these into directive, motivation, evaluation, and communication activities. Directive activities are those which initiate, describe, and establish the direction of action of persons and machines working in the organization. Motivation activities reward or penalize behavior according to its degree of conformity with the expectations held by those in a position to administer the rewards or penalties. Evaluation activities are those which result in the reviewing, appraising, and rating of the performance of participants and the organization as a whole. Communication activities serve to make available to participants the premises and data required in the conduct of their endeavors.

In view of the fact that control activities reflect the position of power in the organizational hierarchy of the person or group carrying on the activity, any examination of control activities within the context of this study must be conducted in relation to three distinct levels of operation. The highest level of constitutional control is that in which the general membership has the opportunity to carry on the activities. Provision for such in the history of the Association traditionally has been made at the time of the annual convention. The acceptance or rejection of Executive, agental or consultative reports and recommendations; the passage of motions directing individual and group performance; the examination and appraisal of alternative courses of action; the assessment of the probably consequences resulting from activity by the Association and

environmental groups; all of these and other activities have been essentially of a control nature.

The second stratum of control activity is that performed by the Executive of the Association. For the first forty years of the Association's history the control activities of this group were directed toward examination of its own performance or toward the performance of groups outside the organization. However, as the administrative staff grew, a new dimension was added to the control activities engaged in by this body. This relatively new executive function has become one of substantial importance and has not been assumed without some difficulty as revealed by the following statement presented to the members of the Executive on January 15, 1966.¹⁶

The discerning, influencing, and execution of A.S.T.A. policies is dependent upon a clearly defined and efficient working relationship between the elected and appointed officials of our Association. Any organizational structure that has been presented to the Executive during the past two and one-half years has indicated a direct line of authority and responsibility from the Executive, through the Executive Director, to other members of the staff. This arrangement has also been endorsed by Clause (3) of the Executive Director's contract which states that,

"Subject to the provisions of this agreement and to any orders or directions of the Executive of the Association, Kratzmann shall have general management of the affairs and operation of the Association."

This subject is broached at this time because of a concern for the relationship which has (on a few occasions) and can exist directly between Executive members on one hand and staff members, responsible to the Executive Director, on the other. The problem seems particularly significant in two areas,-

¹⁶Agenda of Executive Meeting, January 15, 1966, Alberta School Trustees' Association, Edmonton, Alberta (in the files of the Association), Enclosure entitled "Relationship of Elected and Appointed Officials of the A.S.T.A."

- (a) that of the securing of information and the necessitating of change in the day-by-day scheduled duties of a staff officer, and
- (b) that of assessing and directly censuring the activities of such officers.

Both approaches are inconsistent with sound administrative principles and practices. In both instances, the appropriate line of communication would be with the person who is responsible for the activities of such individuals, namely, the Executive Director. If this cannot be the case, the positions of both the Executive Director and the subordinate officers become confused, if indeed not untenable.

The third level of control activity is that conducted at the administrative level by the Executive Director and other staff officials. However, because of the relatively few individuals involved control activities, as such, are of a limited nature. The framework governing such activity has been fairly well outlined and established by the statements of role specifications and contractual arrangements. There is little doubt that as the Association expands its activities and enters into new areas of endeavor, control activities at this level will assume increased importance.

V. HOMEOSTATIC ACTIVITIES

Homeostatic activities are those which "serve to stabilize and vitalize the organization as a whole in an evolving state of dynamic equilibrium."¹⁷ They are synergistic in character and bring together and utilize all the previously discussed activities to maintain the integrity of the organization and to serve its ability to function effectively in an ever changing state of balanced

¹⁷Bakke, op. cit., p. 58.

relationships. Three processes are seen to function in the achievement and continuation of a desirable state of equilibrium. They are the fusion process, problem-solving process, and leadership process. Should there be failure in the functioning of any of these processes the result is disintegration within the organization.

The Fusion Process

The fusion process serves to bring together the many expectations held for and by the organization and its various participants, both as individuals and as collectivities. It acts to maintain the organizational identity and the functioning power in an environment of divergent interests. Symptomatic of the failure of this process is

...the persistence (not necessarily the occurrence) of tensions, frictions, and factionalism in the organization, rebellious acts of individuals and groups against activity or standards of activity required of them by the organization, indifference and apathy of the participants toward the needs of the organization, lack of interest of participants in defending the organization.¹⁸

The functioning of the fusion process in the Alberta School Trustees' Association was examined on the basis of the above statement regarding symptomatic evidence of ineffectiveness.

The records and documents of the Association indicated that two of the above mentioned symptoms related to the fusion process were in evidence over an extended period of time. These were general apathy toward the needs of the organization on the part of the participants and factionalism within its own structure. Membership apathy was referred to intermittently from the mid-twenties to the late

¹⁸Ibid., p. 61.

forties. Since the forties references to conditions of apathy were infrequently encountered which suggested that this condition was either accepted as a reality of life for the Association or that the symptom had declined to the extent that comment was not deemed necessary.

Factionalism has persisted throughout the life of the Association and though chronic, it cannot be labelled as having been persistently dangerous to the well-being of the organization. The factions of past years existed within the structure of the formal organization and seldom did they threaten to produce a competing body. Only in 1961 did the evidence suggest that there was the possibility of such an occurrence but this possibility was avoided because of the positive action taken by the persons most directly involved. Much to the credit of the trustees in Alberta, past and present, is the fact that the Catholic segment of the Association has been able to establish and maintain a subgroup within the organizational structure without apparent tension and friction.

The symptoms of persistent tension, friction, and rebellious acts were evident on relatively few occasions in the Association's past. A clustering of all three was found at the time of the threatened schismatic action on the part of urban member boards in 1961. Though the action taken at that time reduced the prominence of these particular symptoms it produced another, namely, increased factionalism within the Association. However, within a few years this symptom disappeared for all practical purposes. While the rural and urban

factions continued to exist, they had become relatively inactive by the time of writing.

As for the last of the symptoms of fusion process malfunction, that of the participant's failure to defend the organization, at no point in the study was evidence encountered which suggested the existence of such a symptom. However, considerable evidence was encountered of participant action to defend the Association but, almost without exception, the evidence pertained to Executive members and staff officers. Serious indeed would have been the situation when the leaders of the organization would fail to rise to the defense.

The Problem-Solving Process

Though some evidence of the functioning of this process as related to the efforts of the Association to acquire adequate resources and to legitimize and develop the organizational charter was provided in earlier sections, the author chose to examine the functioning of this process in greater detail by investigating the organization's efforts to solve the problem: How can the Association initiate and complete its first research project?

The two earliest references to the Association's awareness of the need to become actively involved in research endeavors were found in the accounts of activities revolving about the organizational revisions of 1961. It was reported that on May 3, 1961, the meeting of urban representatives voiced the opinion that "the A.S. T.A. should be a research organization as well as a voicing organi-

zation."¹⁹ One month later the Constitution Committee maintained that "the A.S.T.A. must increase its activity in research both as to breadth and depth."²⁰ On July 15th, 1961, the prediction was made at a meeting of the Constitution Committee that "...Urban boards will accept the new constitution if additional staff is secured, and a research policy developed."²¹ Though the new constitution was accepted that same year, it was not until the 1964 Annual Convention that the Association was to formulate any definitive policy regarding research as such. However, it was evident that as of 1961 the Association had become aware of the need for a greater commitment to and involvement in research endeavors than had ever been the case in the past.

Since the earliest days of the Association there was often expressed a concern about the nature and lack of adequate educational offerings for the rural children of the Province. Not only was this concern expressed by the trustees, it was often uttered by parents, teachers, representatives of the Department of Education, and many others vitally interested in the actuality of educational equality in Alberta. Thus, the awareness of the specific problem of unequal educational opportunities for rural students, especially at the high school level, was almost a traditional state for the membership and agents of the Alberta School Trustees' Association.

¹⁹"The A.S.T.A. and Its By-Laws," The Alberta School Trustee, XXXI, 8(September, 1961), p. 7.

²⁰Ibid., p. 8.

²¹Ibid.

So it was that these two background concerns, one of recent development, the other of long-time duration, were integrated to provide a base for the initiation of the Association's first major research inquiry into the functioning of the Alberta educational system. This study was to become known as "The Alberta Small High School Study".

It was through the direct efforts of Mr. C. D. Lane, a trustee with the Neutral Hills School Division No. 16, that the initial research project was to be concerned with small Alberta high schools. Mr. Lane, a former executive member for nine years, by his expressions of concern about the nature of the program offerings being provided for the rural student and his proposals for establishing greater educational equality, brought into sharp focus the existence of this perennial problem and the need for action. He proposed that one likely aid in the eventual achievement of educational equality would be the greater utilization of travelling teachers in the rural regions of the Province. Discussions with the staff officers of the Association and others led him to the realization that there might exist other approaches to the problem. On June 29, 1964, he introduced the following motion to the Executive of the Rural Section.

Whereas the percentage of students graduating in both the Diploma and Matriculation patterns is much lower in small high schools than in larger high schools;

Be It Resolved: that an immediate study be made by the Rural Section of the A.S.T.A. with a view to determining means by which progressive improvement in this situation might be brought about.

Be It Further Resolved: that such a study include consideration of the merits of increase use of peripatetic (travelling)

high school teachers in the regular classrooms of our small high schools in Alberta.²²

The Executive of the Rural Section approved this motion for discussion at the coming convention and directed that it be "presented to the Rural Section following a programmed item on the general topic with which the resolution concerns itself."²³

The end result of this particular action was that the 58th Annual Convention of the Alberta School Trustees' Association endorsed, without opposition, Mr. Lane's proposition. At the same convention, the Rural Section devoted one session to the topic "How to Improve the Educational Services Available in the Small High Schools" with Dr. L. W. Downey, then Head of the Department of Secondary Education, Faculty of Education, University of Alberta, serving as a main speaker.

Following the Convention's decision to proceed with the study, Dr. Downey expressed an interest in the problem area and wondered if his interests and those of the Association could mesh. They did and at a meeting held on January 16, 1963, the Rural Section Executive agreed that Dr. Downey be requested to act as project director, a request to which he assented. At the same meeting it was decided that an Advisory Committee must be established and that this committee should have representatives from the following: Rural Section

²²Minutes of the Rural Section Executive Meeting, June 29, 1964, Alberta School Trustees' Association, Edmonton, Alberta (In the files of the Association), p. 2.

²³Ibid.

Executive of the Alberta School Trustees' Association, Department of Education, Alberta Teachers' Association, and Department of Secondary Education of the University of Alberta. Also agreed was that the project should be financed entirely from Association funds, a budget figure of \$5,000.00 be established for the conduct of the study (this was subsequently reduced to \$4,000.00 by the Executive of the Association), a definite time-schedule was to be followed, and the definition of a small high school should be left to those conducting the study.

On February 19, 1965, the Advisory Committee met and considered a preliminary proposal by Dr. Downey for the conduct of the investigation. This proposal suggested that the project be based on a three-phase operation. Phase One was to be the assessment of the Alberta situation. Phase Two was to provide for the development of recommendations and Phase Three was to see the implementation of pilot projects, self-improvement plans, et cetera, which would be based on the recommendations provided by Phase Two. This proposed course of action was approved, the likelihood of the full cooperation of the Department of Education and the Alberta Teachers' Association noted, and the procedures for keeping open the lines of communication established. It was also agreed that the project title should be "The Alberta Small High School Study".

The first two phases of the project were culminated in November, 1965, when the Director presented to the 59th Annual Convention of the Association his report of the investigation. At the time of

writing, the third phase, that of pilot project implementation, had not been initiated to any meaningful extent.

What was the cost of carrying this problem-solving exercise to its present position? In terms of human resources, the expenditure of time and energy by members and agents of the Association, representatives of cooperating environmental agencies, project participants from the Faculty of Education, and the supporting clerical and stenographic personnel was considerable but was in no way accurately determinable. The total capital outlay amounted to some \$5,698.59 and was borne entirely by the Association. This figure included the cost of printing two thousand copies of Dr. Downey's seventy-seven page report and a like number of an eleven page condensation.

In summary, it can be said that a latent state of awareness existed and that it remained for a rural trustee to provide the necessary catalytic action required to capitalize on this awareness. The exploration, structuring, and simplification of the problem were achieved by the utilization of available ideational resources. Capital and human resources were mobilized to support the planned activity. Action was initiated and conducted within a framework established by the Association's representatives and agents. The design was evaluated and approved by Association personnel and by representatives from those outside groups most apt to be affected by the outcomes of the inquiry. All that remains to be done is for the Association to provide for the renewal of the activity so that the achievements to the present can be effectively utilized in

efforts to bring about greater equality in education which has been a professed concern of the Association.

The Leadership Process

Bakke presents the thesis²⁴ that an organization functions in a constantly changing environment which necessitates adaptive changes on the part of the organization and that such changes must produce a new form. These adaptive changes, he asserts, are achieved by a self-conscious synergic process which provides the imagination, vision, initiative, and guidance required to maintain the organization and to prevent its eventual disintegration. The provision of activity patterns required to maintain the integrity of the organization in a dynamic environment he has labelled the leadership process.

Since the Association has effectively maintained its integrity and evolved into a new form since 1907, it must be concluded that the leadership process has functioned adequately since that time. The only period for which this assumption might be challenged is the 1914 to 1918 interval but the evidence for this period was such that no definite conclusion could be established. It might further be assumed that the times of greatest change in the environment must of necessity require the most effective functioning of this particular process. Therefore, the functioning of the leadership process was examined for those two periods in the Association's history which saw substantial changes taking place in the environment. Specifically, the periods chosen were the 1935 to 1939 and 1960 to 1963 intervals.

²⁴Bakke. op. cit., pp. 66 - 68.

The 1935 to 1939 interval. Of the total life-span of the Association the last half of the thirties must be recognized as the period which saw the greatest and most rapid changes in the environment. As of 1935 the Association had adjusted in large measure to the depressed state of the economy. There existed, at the same time, reason to believe that the pressures being exerted by the Alberta Teachers' Alliance for improvement in salaries and job security were being successfully contained. As yet the United Farmers of Alberta administration had taken only contemplative action regarding the establishment of larger units of administration and had shown considerable reluctance to proceed with definitive action. All in all the situation appeared to be fairly predictable and secure. Almost overnight the picture was to alter. William Aberhart was chosen to head the Provincial Government. The teachers of Alberta were granted a vastly strengthened position in the educational system by this new administration. Larger units of administration were not only discussed, they were created. By 1937 the position of the Association was such that a member of the Executive, Mr. P. G. Davies, was prompted to comment that:

There has been also a feeling, rightly or wrongly, amongst the School Boards of the Province that, while we have been only the tin can tied on the tail of the puppy dog in the form of Department of Education, the Alberta Teachers' Association has been the tail that has been wagging the dog, and I need hardly say that this has made the position of the Association one of embarrassment as well as one of discomfort.²⁵

²⁵"The Place of the Alberta School Trustees' Association in the General Plan of Education in this Province," The Alberta School Trustee, VII, 2(April, 1937), p. 10.

By 1938 the Association had begun to make adaptations to meet the changing environment. It moved to achieve the compulsory membership in the Association of all school boards. It renewed its request that membership fees be collected by the Government. It began to think in terms of seeking legal identity by an act of incorporation. These activities which resulted in the maintenance of the Association at a time of required rapid adaptation must be identified as leadership activities and evidence of the functioning of the leadership process.

The 1960 to 1963 interval. The environment changes which gave rise to the organizational adjustments of the early sixties were much less dramatic and apparent. It was a case of creeping change in the world around the Association which had taken place over a span of some fifteen years starting with the ending of the Second World War. During the period the trend to urbanization had started and resulted in great stress on the school systems of the urban centers in the Province. Added to this stress which was brought about by the sheer weight of numbers was the impact of spiraling costs of construction and labor in all segments of the educational enterprise. By 1961 nearly fifty per cent of Alberta's population were designated as city residents, almost double the twenty-seven per cent figure of 1941. As of 1961 the total debenture debt of city and town school districts stood at a combined total in excess of 83 millions of dollars. During this period of increased urbanization and financial expenditures, the Alberta School Trustees' Association had shown little response to the changing conditions. Its staff officer

complement was to hold at one full-time appointment until March, 1960, when an Assistant Secretary was added. The presidential position was dominated by rural personnel. The total possible voting strength accorded all city and town representatives in annual convention stood at 38.2 per cent as of 1961, which was slightly less than the voting power given to division and county representatives alone. Thus, when in 1961 the urban boards of the Province were unable to secure support in their efforts to have the Association press the Provincial Government to delay its intended implementation of the Foundation Program of School Finance, they initiated action which not only threatened the maintenance of the Association, but which also threatened its very existence.

What were the subsequent adaptive changes which were indicative of the functioning of the leadership process? The By-Laws of the Association were revised to provide a greater voice for urban membership boards. Mr. H. W. Bliss, then Chairman of the Board of Trustees of the Calgary School District No. 19, was elected President in the fall of 1962 and so ended two decades of continuous occupancy of this position by trustees from rural areas. The staff officer strength was substantially increased with the appointment of Dr. Kratzmann as Executive Director late in 1962 and the subsequent employment of J. Roebuck, S. Maertz, and L. Young.

These staff appointments were significant for the Association in two ways. First, the increase in the quantity of available human resources enabled the Association to undertake activities hitherto impossible because of staff overload. Prior to this point in time

the demand on the time and energies of the staff officers simply exceeded the supply. The daily maintenance of the Association left little opportunity for evaluative, innovative or predictive activity. Second, the acquisition of personnel with a varied and wide range of experience and expertise enabled the organization to initiate endeavors in areas previously given only token attention. The newly acquired skills and knowledge enabled the Association to deal more effectively with problems concerning internal operations, educational finance, school board functioning, trustee-teacher relationships, research, et cetera, and to assume the initiative to make changes in many regions that were previously circumvented or ignored. The involvement of individuals with considerable formal training in the field of education and finance enabled the Association to improve the nature of its communications with the higher echelons of the hierarchical order of the educational system of the Province.

It was with these actions that the organization made the necessary changes to correct a situation which had prompted the Editor of The Alberta School Trustee to report to the Alberta trustees in the following manner.

Readers of this issue are presented with a draft of the revised constitution, and it is sincerely hoped that this material will be given special study and consideration by all school boards, so that delegates to the 1961 convention will be well prepared to discuss the material at hand.

Consideration of serious change in a document as important as our Constitution and By-Laws is usually preceded by a series of circumstances, events and discussions. This has indeed been true with respect to the A.S.T.A. constitution, while it now bears little resemblance to that first adopted in 1907, it would seem reasonable to say that frequency and extent of constitutional

change has not kept pace with rapid changes in the field of education and its administration. In short the size and nature of the load to be carried has changed more rapidly than has the accommodating design of the vehicle.

Recognition of this fact, with respect to certain of the By-Laws, has been abroad for some time, but it is only recently that existing imbalance in the constitution has been brought into sharp focus to foster serious and specific action in the direction of major change.²⁶

The subsequent serious and specific actions taken by the Association were evidence of the functioning of the leadership process during the particular interval in question.

VI. A SUMMATION

The Alberta School Trustees' Association has survived and preserved its unique wholeness since it was first created in 1907. Since that time, with one period of possible exception, it has maintained a state of equilibrium, developed efficient operations, and fulfilled the function for which it was originally established. Evidence has shown that the five required activity systems, that is, the systems of identification, perpetuation, work-flow, control, and homeostatic activities, have existed. It has been revealed that these systems functioned with varying degrees of effectiveness through the life-span of the Association. Though the maintenance of these systems was often achieved because of the influence of external and unanticipated stimuli, the fact remains that whatever the nature of the motivating elements, the systems were in existence and responded when such was required of them.

²⁶The A.S.T.A. and Its By-Laws," op. cit., p. 4.

One realization was most apparent at the time of writing and that was that the functional vitality of the activity systems of the Alberta School Trustees' Association has currently achieved a level never before attained in the history of the organization.

CHAPTER XIII

THE ALBERTA SCHOOL TRUSTEES' ASSOCIATION AND THE ALBERTA EDUCATIONAL SYSTEM--A SUMMATION

I. RESTATEMENT OF PURPOSE AND INTENT

This study was designed to be a documentary analysis of the major features of a social organization that has been active in the Alberta educational system since 1907, namely, the Alberta School Trustees' Association. It was intended to document the salient historical happenings related to the growth and development of the Association, to define the nature of the characteristics and features which provided the Association with a degree of uniqueness, and to ascertain the functions fulfilled by it since its inception. Finally, it was designed to test a number of hypotheses related to the organization and its functioning in the Alberta educational system. The following pages are summary statements of the success in achieving these expressed goals.

II. SALIENT HISTORICAL EVENTS

Four widely separated events in the history of the Association might properly be described as salient happenings insofar as their impact on the development of the organization was concerned. The first of these was the decision of the Honorable A. C. Rutherford to act on the suggestion of Mr. J. Fleetwood to call together the trustees of the Province for their first general assemblage. It was

this action which provided the impetus necessary to establish formally a provincial body of organized trustees in the Alberta educational system. It was this action which gave rise to the Alberta School Trustees' Association of today.

The next major historical occurrence was the holding of the 1921 Annual Convention, the direct result of which was the revivification of the Association. External initiative was of major importance in that the Minister of Education was, once again, the prime mover of the event. The main difference between this act of rebirth and the act of origination was found to be in the apparent nature of the motivating intent. The Honorable A. C. Rutherford was prompted to act because of a felt need for the upgrading of the role and performance of the local trustee as well as a need for the establishment of a direct communicative link between the trustees and the Provincial Government. The Honorable G. P. Smith was apparently motivated to act more from a sense of political survival than from a sense of concern for the well-being of the educational system. Though his actions failed to stave off his political demise, G. P. Smith did provide the necessary ingredients to give new life to the Association and to install it firmly as a major component of the Alberta educational system.

The third historical event which was considered to be of major importance in the development of the Alberta School Trustees' Association was the political upheaval of 1935 which saw the election of the Honorable William Aberhart and the first Social Credit

government. The sweep of the Social Credit forces into power set the stage for a series of events which proved to be traumatic for the Association. With help from the Aberhart administration, the Alberta Teachers' Association was able to establish itself quickly and firmly as an environmental force with considerable strength. While governmental action in the period immediately following the 1935 election gave this new strength to the teachers of Alberta, it also provided for a decreased membership in the trustees' association by the creation of larger units of administration. With the reduction in membership went a reduction in available resources. In response to these actions which threatened its existence, the Association pressed for and achieved new status by the passage of The Alberta School Trustees' Association Act in 1939. This legislative enactment provided the organization with what was tantamount to compulsory membership and a resource potential never before possessed.

The most recent historical event which was considered to be of vital importance in the growth and development of the Association was the 1961 revision to the By-Laws achieved at the Fifty-fifth Annual Convention. Motivated primarily by the organization's failure to recognize and adjust to demographic and economic changes in the environment, this particular event set the stage for decisions and patterns of activity which might well be recognized as avant garde. The acquisition of highly qualified professional personnel from the fields of education and economics to fill executive positions, the acceptance of a fee structure requiring the largest membership

board to pay close to \$20,000.00 a year¹ in support of Association activities, the allocation of \$10,000.00 in a single year for the conduct of research projects ranging from a study of early childhood education to an examination of the role of senior administrative officials in the collective bargaining unit, these and other such endeavors must certainly be regarded as being unique and advanced undertakings for such an organization.

Study of these salient events in the history of the Alberta School Trustees' Association revealed its great dependence on environmental agencies in the early years, a slow but gradual development to a greater state of self reliance, and the eventual attainment of organizational maturity in the more recent years. Such has been the growth of the Association since its conception in 1907.

III. DIMENSIONS OF UNIQUENESS

Four principal dimensions of uniqueness were revealed for the Alberta School Trustees' Association. The obviousness of the first two, namely, time and place, was so apparent that comment is not required. The other two distinguishing dimensions were found to be in the nature of the membership components and the complex symbiotic relationships existing amongst the membership units, Association, and various environmental agencies. These latter two were deemed worthy of additional comment.

¹It was reported that this amount was more than double that paid by any educational jurisdiction on the North American continent for a similar membership.

The study established that membership in the Association was generally restricted to legislated collectivities; specifically, school boards and committees. These membership units were found to exist solely at the pleasure of the Provincial Government. Individuals serving on these membership boards and committees have been required to meet varying qualifying conditions of literacy, proprietorship, vocational endeavor, and fluency in the English language. Individual involvement was found to be subject to the person's ability to achieve success at the polls and the maintenance of a required level of role performance once elected. Thus, because of these qualifying conditions and restrictions, the membership of the Alberta School Trustees' Association was found to have a measure of uniqueness.

Also found to be unique was the nature of the relationships which existed amongst the membership units, Association, and the other entities which function in the educational system. It was revealed that while membership boards and committees possessed substantial power over those persons employed to teach in the numerous educational jurisdictions, they have been subject to pressures, sometimes extreme, by the provincial organization representing these same teachers. Furthermore, while these collectivities are creations of and dependent on the Provincial Government, over the years they have been able to exert pressures and demands on this omnipotent body, chiefly through the efforts of the Association. Thus, while the school boards and committees of Alberta and their provincial organization

have been subject to control and regulation by environmental agencies, they have been able to establish a position whereby reciprocal pressures could be exerted on these same agencies.

It was found that the relationships involving the Alberta School Trustees' Association, its membership boards and committees, and the environmental agencies active in the educational enterprise were complex and symbiotic. The high degree of interdependency existing in these relationships has contributed substantially to the uniqueness of the Alberta School Trustees' Association.

IV. FUNCTIONS OF THE ASSOCIATION

During the fifty-nine year history of the Alberta School Trustees' Association, its expressed functions have undergone changes in emphasis but not in intent. It was agreed, at the time of the founding convention, that the purpose of the organization was two-fold. First, it was to provide a channel of communication between the Minister of Education and those persons responsible for the local administration of educational activities. Second, it was to provide an opportunity for trustees to become more knowledgeable with the intended purpose of increasing the functional effectiveness of the local units of administration.

The first of these expressed purposes remained unaltered during the period under consideration. Liaison between the representatives of the Association and the representatives of the Provincial Government, both formal and informal, was consistently

achieved but with vastly varying degrees of success. Though always granted a voice in the conduct of the educational enterprise, the Association on many occasions had reason to question the effectiveness of that voice. During the period from 1907 to 1935 it was able to exert sufficient influence on the Minister of Education and the members of the Legislative Assembly to counteract fairly effectively the efforts of the teachers' Alliance to attain compulsory membership, security of tenure, abolition of the individual form of contract, the right to bargain collectively, and such other goals it felt to be in keeping with its motto, magestri neque servi, which literally means "Masters, not Slaves". Similarly, it was able to thwart the Provincial Government's attempts to initiate major alterations in the nature of the local units of administration. Following the election of a Social Credit government in 1935 the trustees had reason to question the effectiveness of their collective voice. Though they were given audiences with representatives of the Provincial Government, their appeals against intended legislation went, in large measure, unheeded. The Teaching Profession Act was passed in 1935 and important revisions were made one year later. The Provincial Government launched a full-scale program of centralization while the trustees protested in vain. While this period might have been heralded as the start of the "golden years" for the Alberta Teachers' Association, it might equally have been called the "aphonic years" for the Alberta School Trustees' Association.

The passage of The Alberta School Trustees' Association Act in 1939 was the first evidence encountered of the restoration, to some

degree, of the Association's vocal effectiveness. During the next twenty years liaison with the Government of Alberta became more meaningful but seldom was the organization able to initiate change; its role remained largely responsive in nature. However, there was reason to suspect that since the time of the internal reorganization in 1961 the Association has become much more adept in its efforts to establish and maintain close and significant liaison with the Provincial authorities. This suspicion must be verified by the passage of time.

The function of providing for increased trustee effectiveness at the local level of operations has been much more sporadically carried on. Attempts in this direction have been, in large measure, restricted to activities related to the conduct of annual conventions and the publishing of The Alberta School Trustee. From time to time conferences were held for membership units and their agents in an attempt to fulfill this particular function but, prior to 1961, these invariably faltered because of inadequate resource commitment. With the establishment of the zonal structure and the vastly increased resource potential of the past half decade, the activity patterns of the Association obviously have been oriented to an increased dedication to serve this function. There was little doubt that recent emphasis on direct membership services was aimed at raising the level of the role performance of membership boards and committees. This emphasis was found to be in full accord with the second organizational object set out in 1907, namely, the consideration of "matters having

a practical bearing on education and on the school systems.²

The role potential of the Association was substantially broadened in 1939 with the passage of The Alberta School Trustees' Association Act. Not only were the guiding objects of 1907 restated, but provision was also made for, among other things, the organization to undertake such acts recognized by it as being conducive to the welfare of education in Alberta. In spite of this enlarged operational scope, the Association continued to function for the next twenty years in much the same manner that it had in the past. For the most part, the activity patterns of the organization remained geared to serve a role that had by this time become traditional, and that was the maintenance of the status quo. Only in the past five years did the Association undertake acts which could conceivably initiate major change in the educational system. It was suggested by the evidence encountered that it has been only since 1961 that the organization realized new functions to be served by it and as provided within the broader framework set out in 1939. One apparently new and unstated function has to do with the conduct of inquiry and the establishment of operational alternatives for the various components of the educational enterprise. The recent launching of research projects was taken as evidence that the Alberta School Trustees' Association has envisaged for itself a new function to be served regarding the operation of the educational enterprise.

²Supra, p. 116.

V. VALIDITY OF GUIDING HYPOTHESES

Hypothesis #1

Hypothesis stated. That the Alberta School Trustees' Association was conceived and established because of ideational conflict between the school trustees and the teachers of the Province.

Finding. Hypothesis invalid.

Supporting comment. In actual fact, the Association was originally conceived and established as a vehicle for liaison between the Minister of Education and the trustees of Alberta and as a means of improving the performance and status of the local trustees. Of special concern were those individuals serving on school boards who possessed only limited experience in the field of school administration.

For the first few years of the Association's existence professional educators (limited to city superintendents and provincial inspectors) were decreed to be members of the organization. At the time of conception, the teachers of Alberta were of concern to trustees primarily because of their short supply and general inability to cope with the rigors of frontier life. It was a few years following the birth of the Association that serious ideational conflict between teachers and trustees was to become apparent.

Even if one were to take the 1919 to 1921 period as being the time of origination, this hypothesis would have had, at best, only questionable validity. At this particular point in time the ideational

conflict was much more between the Minister of Education and the Alberta Teachers' Alliance than it was between the school trustees and teachers of the Province.

Hypothesis #2

Hypothesis stated. That securing adequate capital and human resources has been a recurring problem confronting the Alberta School Trustees' Association.

Finding. Hypothesis valid.

Supporting comment. The validity of this hypothesis was especially apparent for the interval 1907 to 1942. From the time of its first meeting, the Alberta School Trustees' Association was fraught with difficulties associated with the procurement of adequate capital and human resources. Until 1939 relatively few trustees belonged to the Association and fewer still were active participants. Membership fees were minimal in terms of dollar value and were difficult to collect. The maintenance of the Association was assumed by a few dedicated persons and achieved with a minimum of capital resources. From 1942 to 1961 the potential existed for the provision of adequate resources, especially insofar as capital resources were concerned. The problem was failure to exploit the existing potential.

Since 1961 the Association has moved to correct the errors of the past with a sense of urgency and purpose. Every request for increased resource allocation has been granted without serious challenge. New needs have been realized and provided for by the membership. As

of 1966, the recurring problem of inadequate resources, both human and capital, had ceased to exist for all practical purposes.

It might be theorized that the difficulty encountered in securing adequate resources was reflective of the individual participant's lack of identity with the Association, a general condition that existed for many years prior to 1961. This lack of identity was due, in part, to the fact that the original need for the Association was to serve the purpose of the Minister of Education. It was to take many years for the organization to establish in the minds of the trustees throughout Alberta the degree of identity necessary for it to get a sufficient resource commitment for functional effectiveness.

Hypothesis #3

Hypothesis stated. That the Alberta School Trustees' Association expends a good deal of its available resources in countering pressures exerted by the teachers of the Province.

Finding. Hypothesis valid.

Supporting comment. At almost any time in the history of the Association the validity of this hypothesis was upheld by examination of the activity patterns. In the period prior to 1935, much of the energy expended by Executive members on behalf of the organization had to do with their efforts to prevent the Alberta Teachers' Association from achieving its stated goals. The struggle to prevent the establishment of continuous contracts, a minimum salary, the existence of and the right to legal counsel at Board of Reference hearings, these were some of the major issues which consumed much

of the time and energy of the Association's representatives. In view of the fact that most of the services provided were of a gratuitous nature, the expenditure of capital resources was low.

It was not until the late 1950's that the organization committed substantial capital resources in its struggle to counteract the pressures brought about by the efforts of the Alberta Teachers' Association, especially in the field of collective bargaining. By the end of 1965, in excess of \$20,000.00 was being provided in a direct effort to meet the challenge of the teachers in the area of contract negotiations alone. At the same time, the degree of human involvement remained at a high level. Efforts to nullify the external pressures emanating from the Alberta Teachers' Association have required a heavy expenditure of Association resources, both human and capital.

Hypothesis #4

Hypothesis stated. That the environment has determined, to a large degree, the present structure of the organization and the nature of its activities.

Finding. Hypothesis valid.

Supporting comment. The study has revealed that pressures from and changes in the environment have been of paramount importance in determining the structure and activity patterns of the Alberta School Trustees' Association. The political events preceding the 1921 defeat of the Liberal party proved to be instrumental in the revivification of the organization from the state of dormancy in which

it existed during the period of World War I. Similarly, it was the political events of the 1930's which laid the foundation for the Association's incorporation in 1939. The sweeping victory of the Social Credit forces, under the leadership of William Aberhart, enabled the Government to create the larger administrative units in the Alberta educational system. This governmental action so reduced the membership potential of the trustees' Association that its very existence was threatened. In response to this threat the organization moved to achieve corporate status. This was accomplished in 1939 with the passage of The Alberta School Trustees' Association Act.

The creation of the present zonal structure was in direct response to environmental transition. When, in 1942, the Association decided to adopt the zone structure, the action was justified on the grounds that there was need to meet the Alberta Teachers' Association on equal terms in the area of contract negotiations. Twenty-one years later this same reason-for-being was recognized as being of paramount importance in terms of zone activity. More recent patterns of zone activity have suggested that other purposes have been found for their existence, namely, to serve as a vehicle for more effective two-way communications between member boards and committees of the Association.

The Rural and Urban Sections, as presently constituted, were established by the 1961 revisions to the By-Laws. The decision of the Provincial Government to establish the School Foundation Program proved to be the catalytic action which drew attention to the fact

that the allotment of decision-making powers within the Association had failed to take into account major demographic changes in the environment. The creation of these two sections and the redistribution of voting strength was a direct effort on the part of the Association to adjust to demographic change in the Province.

There is little doubt that the extent of capital resource allocation for Association activity in recent years has been indicative of the prevailing economic conditions in the Province. It is unlikely that the substantial increases in membership fees which were approved in 1961 and 1964 would have been so readily accepted had the economy in any way been depressed.

The decision of the Association to seek the services of highly qualified personnel for specialist functions and, at the same time, to move toward an increase from two to five executive officers was motivated by growing pressures stemming from the environment. The increased degree of sophistication in the conduct of the educational enterprise and the unrelenting pressure being exerted in the field of collective bargaining by the Alberta Teachers' Association created the need for the organization to add to its available human resources. This was achieved not only by increasing the number of central office personnel but also by the establishment of a force of internal or area consultants and the increased utilization of external expertise.

The recently proposed research projects have indicated the Association's responsiveness to the changing environment. Proposed studies of the functions of senior and local government, and the role of senior administrative officers in the collective bargaining unit

revealed an awareness of the need to keep abreast of changes taking place in the educational system of the Province.

This study has shown that the structure and activity patterns of the Alberta School Trustees' Association have been the product of adaptive changes necessitated to meet the challenge of a dynamic environment.

Hypothesis #5

Hypothesis stated. That the Alberta School Trustees' Association has undergone a transformation to the extent that the participating individuals perceived it, in its early days, as primarily a commonweal organization but today tend to perceive it as a mutual-benefit organization.

Finding. Hypothesis not validated.

Supporting comment. Two principal difficulties arose in attempts to validate this hypothesis. The first was the problem of accurately assessing how participating individuals perceived the role of the organization. The other was the difficulty encountered in clearly distinguishing the membership elements, clients, and public-at-large one from the other.

This hypothesis was formulated on the typology of formal organizations proposed by Blau and Scott³ which was founded on the basis of cui bono--who is the prime beneficiary. They suggest that

³Peter M. Blau and W. Richard Scott, Formal Organizations (San Francisco: Chandler Publishing Company, 1962).

when the membership is the prime beneficiary the organization is a mutual benefit association. If the prime beneficiary is the owner, the organization is classified as a business concern. When the clients are the prime beneficiaries the association is a service one. Lastly, when the public-at-large is the prime beneficiary the body is defined as a commonweal organization.

With regard to the Alberta School Trustees' Association, the overlapping of the membership, clientele, and public-at-large spheres created considerable difficulty. In view of the fact that the membership units of the Association are collectivities, this overlapping was inevitable. The problem was further complicated by the nature of the definition given to the term "clients" by Blau and Scott. Clients are defined as "the part of the public in direct contact with the organization, with whom and on whom its members work."⁴ The agents and participants work with and on membership boards and committees, individual trustees taken in isolation, the Provincial Government, and assorted other agencies in the environment. The achievement of a clear distinction of membership, client, and public-at-large bodies proved to be most perplexing for each group, on occasion, tended to be a constituent part of another.

Validation of the hypothesis was further complicated by the contradictions encountered regarding the nature of the actual role played by the Association and its perceived reason-for-being. These contradictions proved to be, for the most part, irreconcilable. The

⁴Ibid., p. 51.

stated organizational purposes found in the Association's earliest records strongly indicated that the organization was perceived and designed to serve two separate entities, namely, the membership boards and the Provincial Government. This would indicate the need for a composite classification including both mutual-benefit and service designations. Written accounts of the early conventions intimated that many of the individual participating trustees saw the association as primarily a protector of the interests of the public-at-large. This perception would require a commonweal classification. However, interviews with persons who were either participants in or close observers of the early activity of the Association tended to deny this latter suggestion, though their observations were often not in accord.

Examination of the accounts of Association activity in more recent years indicated that the perceived role was one of service provision for both the membership boards and the public in direct contact with the organization. This indication would necessitate a mutual-benefit service dichotomous classification. Still evident, however, were some suggestions that the perceptions of many would not render impossible a commonweal categorization.

The only firm conclusion arising from efforts to establish the validity of this particular hypothesis was that, over the years, the Alberta School Trustees' Association has displayed characteristics attributed to mutual-benefit, service, and commonweal organizations. To state a more exact categorization would be somewhat presumptive.

Hypothesis #6

Hypothesis stated. That the Alberta School Trustees' Association has been rendered less effective because of factionalism within its own ranks.

Finding. Hypothesis valid.

Supporting comment. In its formative years the Association structured its general assemblages so that the representatives of the various types of administrative units could be brought together to consider questions deemed to be unique for each. This practice produced a tendency to have educational matters dealt with in a restricted sense and hindered the development of a global awareness and appreciation of the difficulties confronting the educational system as a whole. While many of the problems were of concern to more than one type of administrative unit, little opportunity existed for the integration of opinions and solutions. Issues and events of vital concern to one section often failed to receive recognition from the others. Thus, attempts to rectify wrongs and to improve apparent weaknesses were often nullified by the ignorance or apathy of other sections.

In later years the factions were to be reduced to two in number for all practical purposes; the rural and the urban groupings. Because of their voting power, the trustees from the rural areas tended to dominate the Association. The problems confronting the urban school boards were often inadequately dealt with. It was only when issues and events were obviously of concern to all did the Association speak with anything like its full strength.

At the 57th Annual Convention Dr. Arthur Kratzmann drew attention to the dangers of factionalism when he advised the delegates that:

We will need to realize that, despite the fact that we have minor differences in emphases depending on whether we are urban or rural, public or separate, county or division, these differences dissipate when we see issues which are common to both and when we consider the potential impact of one voice for trustees as against the split voice evidenced in some provinces of Canada.⁵

Three years later Dr. Kratzmann commented⁶ that his fears about the development or extension of serious factionalism based on the individual trustees' allegiance to rural or urban communities, public or separate school jurisdictions, and county or divisional administrative units had almost completely disappeared. Though these factions still persist within the Association's structure, apparently it is not anticipated that they will pose a threat to the organization's effectiveness in the future as they did in the past.

Hypothesis #7

Hypothesis stated. That the activity of the Alberta School Trustees' Association is, in the main, primarily of a control nature.

Finding. Hypothesis not validated.

Supporting comment. In any discussion of the findings pertaining to this particular hypothesis, it is necessary to give brief

⁵ Arthur Kratzmann, "You and the A.S.T.A. - A Cooperative Design for Action," The Alberta School Trustee, XXXIII, 9(November, 1963), p. 22.

⁶ Interview with Dr. A. Kratzmann, Executive Director, Alberta School Trustees' Association, January 21, 1966.

consideration to the use of the word control. Within the context of this hypothesis, control was used in a less restricted sense than that imposed by Bakke when he speaks of control activities. As was noted in Chapter XI, Bakke refers to control activities as those "activities that assure and control the performance, coordination, and focusing on the organizational function of all activities carried out by agents and equipment of the organization."⁷ His major concern is with those activities directly related to the internal functioning of the organization. The author's usage of the term was in the sense of controlling and restricting change in the educational system. It was essentially related to the endeavors of environmental agencies and not to those activities related to the internal functioning of the Association.

Inability to validate this hypothesis was the direct result of the use of the present tense. The findings regarding organizational activities prior to 1961 would warrant declaring the hypothesis to be valid. There was little doubt that up to the time of the 1961 juncture, the prime emphases of the Association's activities related to environmental happenings were of a control nature. The consistent attempts to curtail the Alberta Teachers' Association's achievement of the continuous contract, compulsory membership, a statutory minimum salary, and the right to bargain under the terms of The Alberta Labour Act were endeavors aimed at restricting the growth of the status and power of that particular agency. The bitter and futile struggle to

⁷E. Wight Bakke, "Concept of Social Organization," Modern Organization Theory, Mason Haire, editor (New York: John Wiley and Sons Inc., 1955), p. 55.

prevent the establishment of the larger units of administration by the Provincial Government in the late thirties was a major effort to impede change in the environment.

Since 1961, the activity patterns of the Association have not had the same apparent stress on control of environmental agencies and conditions. While it is true that considerable effort has remained oriented in that direction, the fact is that many of the recent endeavors have been in areas hitherto ignored or given only token attention. Recent attempts to upgrade the performance of the trustees in the conduct of local affairs and to find alternate ways of achieving greater equality in the educational opportunities afforded the youth in the rural and more remote areas of the Province are two examples of activities which break with the traditional concern to maintain the status quo.

While the evidence revealed some continuation of the Association's past efforts to control and restrict change in the educational system, sufficient current organizational activity which must eventually initiate environmental change was uncovered to require that the hypothesis be rejected.

Hypothesis #8

Hypothesis stated. That the leadership process is primarily an activity of the executive officers and administrative officials and not of the general membership.

Finding. Hypothesis valid.

Supporting comment. The study has revealed that throughout the history of the Association, including most recent times, those

endeavors which have maintained the integrity of the organization in the face of a changing environment have been directly attributable to the members of the Executive and the administrative officials with the exception of one brief period. That one exception was in the period surrounding the 1961 upheaval. The evidence encountered indicated that the sponsorship of those ideas and concepts which gave rise to the present structure of the organization were, for the most part, initiated by a relatively small segment of the total membership body functioning independently of the Executive and staff officers.

Since 1961 the leadership activities clearly have been initiated by the Executive and staff personnel. The membership of the Association has delegated the leadership function to this duo and apparently have been satisfied with the pattern of leadership activities produced by it. There is little doubt that at the present time, as in the past, the leadership of the Alberta School Trustees' Association is a responsibility assigned to and assumed by the Executive of the Association and its agents.

VI. ADEQUACY OF THE THEORETICAL MODEL

For the most part the theoretical framework conceived for the study of social organizations as presented by E. Wight Bakke proved adequate for the conduct of the study. At no point was it deemed necessary to extend or alter the model to make provision for identifying features, resources, or patterns of activity which could not be logically accommodated within the conceptual framework provided.

On a few occasions the reverse was more apparent in that the model revealed some limitations of a study based primarily on documentary analysis. The one instance when the limitations of an analysis of documentary evidence was most apparent had to do with the assessment of the Association's ideational resources. While information obtained by a study of documents and limited interviewing did reveal some aspects of the ideational resources of the Association, certain concepts which constitute a significant segment of the total mental constructs available to the organization and its agents were to remain largely undisclosed. This unexplored realm was composed of those concepts which cannot be unearthed except by a design oriented more to the study of individual thought and less to a study of formal documents and cursory reports of happenings and events. Specifically, concepts of values held, self, individually perceived relationships between participants and the organization, and the like, remain hidden in any study based on documentary analysis such as was the case for this study. In addition, the fact that the membership units consisted of collectivities rather than individuals rendered many documents less valuable in this particular area than would normally be the case. Many of the concepts formulating an important portion of Bakke's schema for the study of ideational resources, because of their very nature, were obscured by any accounts of decision-making activities conducted by a group.

Some difficulty was encountered in the full utilization of the model because of Bakke's extensive reliance on exemplifications based primarily on industrial and commercial situations. This was especially

true in the determination of the character of the Association's total output in the section dealing with work-flow activities. There was reason to believe that this particular theoretical framework for the study of social organizations would have its utilitarian value extended if it were supported by some examples based on organizations further removed from the industrial realm of human endeavor.

However, the fact remained that this particular model did provide an adequate and comprehensive chart of the essential components of a social organization for the purposes of this study. Further refinements which would establish a wider range of organizational equivalents for purposes of clarification and consistency in interpretation would simply maximize its adequacy.

VII. IMPLICATIONS

Implications for the Study of Educational Administration

This study of the Alberta School Trustees' Association has revealed an area that has long been ignored, namely, organizations of school trustees operating at the provincial level. Though such organizations have long existed in the educational systems of Canada and the United States, students of administration have given little cognizance to their existence or the role that they might properly play in the activities of educational systems. As these organizations grow in stature and secure increased resources, both human and capital, the definition of a role for them that will be acceptable to the participants and the other components of the educational

systems becomes imperative. There is little question that the traditional role conflict existing between trustee boards and teacher groups at the local level will grow to provincial and state proportions in the near future, if in fact this situation has not already been achieved in many regions of the continent. Equally likely is the probability that the study of such intermediate bodies by students of educational administration will assist in the development of a functional and definitive role for such groups and in the avoidance of serious organizational conflict with its inherent waste of resources and energy.

The evidence gathered in the conduct of this study has indicated the importance of treating organizations as complexities in a state of continual transition. Organizations, like people, are captives of their past and products of their environment. To study organizational behavior and structure as though they were constants and independent entities is to ignore the realities of the situation and set the foundation for erroneous assumptions and conclusions. The implication is that organizations should be studied longitudinally before being subject to studies in depth.

Revealed was the weakness of a documentary analysis approach in that the human element is largely ignored. At many points throughout the study the writer felt the need to know much more about the rationale supporting the decisions which established and guided the activity patterns of the Association. The inability to probe into the nature of the value systems and perceptions of the participants

often proved to be a formidable handicap, especially when the participants were those most actively involved in the leadership process. The writer is convinced that students of administration and organizations must attempt inquiries into the uniqueness of participants as well as organizations for it is the individual actors of the collectivity that substantially contribute to the uniqueness of the organization.

Implications for the Educational System of Alberta

It is apparent that the Alberta School Trustees' Association, during the recent past, has developed a maturity and sophistication that readies it to assume the role of initiator of change and to cast off its traditional role of protector of the present. With its active commitment to research endeavors, it must certainly assume an orientation to the future. Its efforts to increase the knowledgeability and functional effectiveness of trustees must surely result in trustee invasion into areas and activities hitherto the traditional prerogative of the teaching force or the central authority. The more knowledgeable and effective the trustees become and the more their activity systems are oriented to the future, the greater will be the challenge to the practicing educator. The implication for teachers and administrators is simply that they must be prepared to meet this growing challenge from the public they serve.

It is also apparent that the central authority must accept the responsibility for delineating the areas of prime concern for the various components of the educational system and for the effective

coordination of the energies and capabilities of individuals and organizations into an effective and efficient unity of action. Such coordination must aim for maximum system output and not political expediency, as was seen to exist during intervals in the past. With a multiplicity of organizations aggressively seeking to exert influence and maintain control over the direction taken by the provincial educational system, it is essential that the Department of Education assume its responsibility for effective leadership or accept accountability for the labyrinth that must certainly result if such leadership is not given.

Implications for Research

This study has shown the Alberta educational system to be a complex of interdependent organizations. Much needs to be done to determine and evaluate the nature of the relationships existing within this complex and to predict future possibilities for the same. There is also a need to know more about the nature of the components of the system, in particular, the Department of Education and its activity systems. It appeared to the writer that there exists a void where the Department of Education is concerned. Much is assumed about its nature, role, and activity but little has been thoroughly investigated.

As was suggested earlier, there appears to be a need for an examination of the nature of the value systems and perceptions held by those persons who are participants in the various components of the total system. Not until there is a basis for understanding what

motivates and guides those responsible for the conduct of the educational enterprise can one anticipate or predict, with any degree of accuracy, the responses and reactions to endeavors to initiate change and establish new directions. Such an understanding is of vital importance to those professionals committed to serving the educational needs of the Province.

VIII. RECOMMENDATIONS

The one paramount appreciation arising in the mind of the writer during the course of this study was that of the lack of available knowledge that exists about the nature of the Alberta educational system, the relationships existing among its various subsystems, and the disposition of the forces that ultimately determine the character and quality of the educational opportunities afforded Alberta's youth. It is recommended, therefore, that substantial research, whether it be initiated by the Department of Education, the Alberta Teachers' Association, the Alberta School Trustees' Association, the University of Alberta, or some other agency, be directed to the study of the as yet uninvestigated components of the Alberta educational system; the relationships existing within the system; and the nature and disposition of forces and resources which are apt to be major determinants of the success of the educational enterprise.

It is recommended that the Department of Education assume the initiative for establishing a coordinating agency that would consist of representatives of the system's major components and which would

undertake to define appropriate roles for and coordinate the efforts of the various collectivities prepared to support the advancement of education at all levels.

It would appear essential that the major components of the educational system recognize and accept the right of existence of one another and that they undertake to formulate, individually and collectively, a working format that would allow each to function in a manner and domain that would allow for the most effective utilization of the substantial resources currently being committed to the conduct of educational activities by the people of the Province. It must be recognized that the Alberta educational system exists to serve those people living in the Province and not to create a reason for being for the organizations which constitute a part of that system.

IX. CONCLUSION

This study of the Alberta School Trustees' Association has established some of the predominant identifying features of a unique social organization which has been a major component in the Alberta educational system for all but two years of the Province's life span. It revealed the nature and extent of the resources available to and utilized by the Association over the years. Brought to light were those activity patterns which served to identify and perpetuate the Association in a dynamic environment. Revealed was the degree and kind of influence wrought by the Association and its environment on

one another. There was obtained some evidence of the points in time which proved to be of paramount importance in the growth and development of the Association to its present stature. Some indication was provided as to the expectancies held for and by the membership and the provincial body. Finally, while there was attestation as to the value of the theoretical framework used to guide this study, there was pointed out a need for further refinements to provide for a wider and more consistent application.

The study was an attempt to reveal the essence of the Alberta School Trustees' Association, past and present, with the underlying hope that from it would arise an appreciation of how the organization might serve the Alberta educational system more effectively in the future.

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